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San Francisco and State

Ballot Propositions

San Francisco Bureau of Governmental Research

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San Francisco *Bureau of Governmental Research*

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San Francisco Propositions

Proposition "A"

\$27,000,000 School Bonds

A five-year program of school construction is proposed in this \$27,000,000 bond proposal. Two senior high schools and school facilities for the three other levels of instruction of the Unified School District are planned. The school building problem at this time is mainly one of providing classrooms for the pupils who will be leaving the elementary schools and passing into the secondary level. The 1948 school bond issue was used primarily for increased enrollments at the elementary school level.

The current bond issue is being submitted as a city and county issue, as city and county credit can produce low-interest bonds. The Board of Supervisors adopted the bonding resolution.

The amount of the building program entailed in this issue has been changed several times prior to its final approval. The Superintendent of Schools originally proposed an amount of \$29,840,450, based on an extended study by the School Department's administrative staff. The Board of Education then added \$2,659,550 for an additional elementary school in the Diamond Heights area and a central school warehouse. This brought the proposed total to \$32,500,000. Subsequently the Board raised the proposed total to \$35,948,000 to provide for anticipated rising costs. A meeting of the Mayor's Bond Screening Committee resulted in the recommendation that the bond issue total be reduced to \$25,000,000, and that the School Department plan on a five-year instead of an eight-year construction program. The Board of Supervisors finally authorized a \$27,000,000 bond issue.

The Superintendent of Schools, at the request of the Board of Education, prepared a listing of all the projects in the 1956 building program in the order of their urgency. This was done on the basis of the \$32,500,000 bond program. Included were 27 major projects, plus \$4,500,000 for modernization and \$2,100,000 for equipment.

With the reduction in the total amount to \$27,000,000 and the shortening of the program from eight to five years, the number of projects was reduced. The amount for modernization was reduced to \$3,500,000, and equipment was reduced to \$1,500,000. At the present time the School Department contemplates completing approximately eighteen projects. The exact number will depend upon changes in construction costs and any program revisions the Board may make because of changed conditions.

Following is a brief description of the school-building projects, with the highest priority rating, i.e., those most likely to be built with the proceeds of this bond issue. Cost estimates do not include architectural, engineering and inspection costs.

1. **Golden Gate Elementary, \$1,070,000 (addition)** : The school is located across the street from the Yerba Buena Plaza housing development. Pupils are now being transported by bus to Pacific Heights School.
2. **North Beach-Chinatown Elementary, \$660,000 (new school)** : Heavy increase in birth rate requires a number of new classrooms. Location to be determined after study of available space.
3. **Clarendon Elementary, \$880,000 (new school)** : Hundreds of homes are planned for the Twin Peaks area. A new school is needed for the west side, where the Midtown Terrace and Forest Knoll developments are underway.
4. **Starr King Elementary, \$440,000 (addition)** : A twelve-classroom elementary school was built as part of the 1948 program. The old wooden Starr King school is still being used, and this project would replace the old facility with a ten-room addition.
5. **Silver Avenue Junior High, \$1,320,000 (addition)** : Funds now available will provide for only partial completion of this junior high school, which will accommodate only 775 pupils; projected enrollment estimates show an enrollment of 1,450 students by fall of 1958.
6. **Southeast Senior High, \$4,400,000 (new school)** : School enrollment estimates show that by 1961 there will be 3,500 more high school students in the area South of Market Street and east of Twin Peaks than can be accommodated by the two high schools in that district. The School Department now has property earmarked for a senior high school northeast of McLaren Park. There will be 2,000 students in the neighborhood around this site. Surplus numbers of pupils will travel to other high schools.
7. **High School Physical Education Facilities, \$600,000 (addition)** : Athletic fields and stadia additions for Lincoln, Washington and Balboa High Schools.
8. **Portola Junior High, \$550,000 (addition)** : This school has been developed in four steps, with the original unit built in 1910. There is no provision for permanent gymnasium facilities, and the shops are located in academic class room space.
9. **Horace Mann Junior High, \$275,000 (addition)** : This building was constructed in 1924. There is stated to be a need for general rehabilitation and provision for music and library facilities.
10. **City College Improvements, \$2,400,000 (additions and alteration)** : Conversion of lecture rooms into engineering, biology and physics laboratories. A new unit for classrooms and music and art laboratories. Additional locker rooms and teaching space in gymnasium.
11. **John O'Connell Gymnasium and Auditorium, \$330,000 (addition)** : There are no physical education facilities at this school at the present time. A new gymnasium would be used for an all-purpose room.

12. **Southwest Senior High, \$4,400,000 (new school)** : The School Department proposes to build a new Lowell High on a site owned by the department close to Lake Merced. The present Lowell High would be converted to a junior high school under this plan.
13. **James Denman Junior High School, \$440,000 (addition)** : This school was built in 1940 and has not been completed. Completion requires construction of an auditorium with a seating capacity of 750 and music and dramatic rooms.
14. **Longfellow Elementary, \$990,000 (replacement)** : This school was built in 1911, and presents a maintenance problem. Efforts at repairs have been reported unsuccessful. The yard is large enough for a new school, and the old school could be kept in use during construction.
15. **Roosevelt Junior High, \$315,000 (expansion of site)** : Present yard space at this school is limited. Some physical education classes are conducted on the roof.
16. **Ortega Elementary, \$440,000 (addition)** : Proposal is for addition of six rooms and a playroom to bring this school to full-sized elementary plant.
17. **Francisco Junior High, \$825,000 (replacement)** : Replacement of frame structures and enlargement of school site.
18. **Modernization of Existing Schools, including Major Work at Polytechnic High School, \$3,500,000.**

The basic problem in a school construction program is keeping the facilities abreast of changing enrollments. The Superintendent of Schools has pointed out that total enrollment of the School District for grades from kindergarten through junior college is 88,000 and is growing at the rate of about 3 per cent a year. What makes the building program complex is that existing schools may not be located where there are pupils. For example, the senior high schools on the north side of the city have some excess capacity, while the growth in high school population is occurring in the south side of the city. Similarly, in the case of elementary schools, two old districts are experiencing large increases in enrollment and will require the buildings shown in Projects 1 and 2.

The Controller reports that the annual redemption and interest costs of this proposed \$27,000,000 bond issue will average \$1,620,000 per year over a 20-year period. This is equivalent to 12.4 cents in the tax rate, based on the current assessment roll.

Proposition "B"

\$25,000,000 Airport Bonds

This proposed \$25,000,000 general obligation bond issue would be used for further expansion and development of the San Francisco International Airport. Specifically, the Public Utilities Commission has outlined a twenty-two

point program of planned improvements. They are mainly for the handling of increased passenger traffic and adaptation of the field for the accommodation of jet-powered passenger planes.

It is the position of the utilities commission and the management that the \$25,000,000 bond issue would be redeemed almost entirely from Airport revenues. This is confirmed by the Controller's statement that taxes would only be required in the first four years, and the four-year total was estimated to be \$1,114,154. Currently the Airport requires contributions from property taxes for bond amortization.

The most important problem confronting airports throughout the nation is the advent of jet passenger planes. These aircraft are now on order and delivery is expected in 1959. The passenger capacity of the jet planes will be 150, compared with 90 on today's largest planes. The weight of the new aircraft will be double that of the largest passenger planes in use today. Airline operators have stated that the greatly increased speed and capacity of the jet planes will increase passenger traffic tremendously. An estimate of passenger traffic at San Francisco Airport indicates doubling of the present traffic within eight years. In 1955 over 3,000,000 passengers went through the Airport; this was double the number using it in 1950.

Present capital investment in the Airport totals \$49,491,993. The City and County of San Francisco has contributed \$35,996,180 of this capital cost, and the remainder has come from private and federal funds. The last bond issue for the Airport was approved in 1949 in the amount of \$10,000,000. The amortization of the 1949 and 1945 bonds will continue until 1965-66. Capital expenditures under the proposed \$25,000,000 bond issue are planned for a ten-year period ending in 1966.

A breakdown of the twenty-two point improvement program is as follows:

- A. Improvements to landing area, \$6,274,000: Includes reconstruction of runway for jet aircraft, extension of runways, high-speed taxiway turn-outs and purchase of 760 acres of land for runway extensions.
- B. Improve maintenance base areas, \$4,769,000: Includes development of circulation roads, extension of taxiways and preliminary development of maintenance base areas. (Filling land, paving, sewers and utilities).
- C. Improve Terminal "City," \$12,957,000: Includes air cargo facilities, land purchase (5.5 acres), additions to terminal building, improved concourses and additional concourses, secondary terminal and additional concourses, secondary terminal and heliport, additions to mail building, paving of parking area (1,500 vehicles) and fire-fighting facilities.
- D. Improve executive aircraft area, \$1,000,000: Involves additional aircraft parking areas and pavement reconstruction; also air navigation facilities.

Proposed changes in the physical facilities at the Airport are the following: Acreage would be increased from 3,722 to 4,487. Maximum runway lengths would be 9,500 feet East-West and 9,000 North-South, compared with 8,870 and 7,750 today. Loading positions of scheduled planes would be 62 instead

of 30. Annual passenger capacity would increase from 4,000,000 to 10,000,000 plus. Pounds of mail that could be handled would increase from a maximum of 35,000,000 a year to a capacity of 200,000,000. Total freight and express capacity would be increased from 60,000,000 to 300,000,000 pounds. Space for corporate aircraft would be 400, in place of the present 80. Parking capacity would be increased to 5,800 from 3,000. The number of acres of usable industrial land would be 360 instead of the 220 existing acres.

The number of persons employed at the Airport now exceeds 11,000, and the annual payroll is estimated to amount to \$55,000,000 a year.

Using a representative bond program, the Utilities management has estimated that, with approval of the \$25,000,000 bond issue, there would be a \$13,635,134 excess of revenue over operating expenses and bond amortization in the period between 1959 and 1972. This estimate includes amortization of the present bond proposal and the 1945 and 1949 bond obligations. The foregoing estimates assume retirement of 10 per cent of the bonds in four years and the remaining 90 per cent in the next eleven years.

In evaluating this bond proposal it must be borne in mind that it is essentially a financing of improvements made necessary by technological change and growth of air travel. It is also a competitive matter. The City of Los Angeles at the June 5th election approved a \$59,700,000 airport bond issue by a 6 to 1 vote. The Public Utilities Commission here has under consideration a type of lease that would adjust landing charges so that airlines would make up any deficit. The Commission obtained the counsel of an advisory committee made up of airline operators and manufacturers, government officials and university technicians before setting up the bond program. The bond issue is generally supported because it is a necessity if San Francisco's Airport is to keep pace with the advancements of the rapidly changing air transportation industry.

Proposition "C"

\$15,000 Increase in Police Chief's Contingent Fund

This amendment would increase the Police Chief's contingent fund limit from the present \$10,000 to \$25,000.

The \$10,000 limit on the contingent fund was contained in the 1900 charter. The charter section provides that the Chief may "... disburse such sums for contingent expenses of the department as in his judgment shall be for the best interests of the city and county." The Police Commission must allow such expenditures to be made on order of the Police Chief.

The contingent fund is used for various activities of the Department, but principally for undercover work and for expenses of police personnel who must travel out of the city in their work. The \$10,000 fund is said to be inadequate for the present needs of the department; hence, this increase is being requested by the Chief and the Commission.

Proposition "D"

\$25 Increase in Retirement Allowances

City and county employees who retired under Charter Section 165.2 between July, 1947 and July, 1952 with 20 years or more of service would be granted a \$25 per month increase in their retirement allowances by this amendment. Persons in this category with less than 20 years' service would receive a prorated amount. Four persons retired under Section 165 would also receive the added pension on the same terms.

There are 1,259 retired employees at present who would benefit by this proposal. The entire cost of the increased allowances would be paid by the city and county. According to the actuarial report, the total cost of the increases would be \$3,000,708, and the first annual payment would be \$296,529. Annual payments would decrease in future years.

A review of present benefits received for service by these retired persons shows that the average or median monthly amount is between \$150 and \$160, excluding those with less than 20 years' service. Short service accounts for many of the smaller allowances.

This proposal is one of a series of retirement adjustment measures that have been presented to the voters. There have been three similar \$25 adjustments approved for employees retired under the old pension system, Section 165 of the charter. This is the first adjustment that has been requested for employees retired under the liberalized plan that went into effect in 1947.

The three preceding adjustments involved a total estimated cost of \$7,202,240 and were voted in 1949, 1952 and 1955. The present measure includes persons receiving as much as \$490 per month. The number receiving in excess of \$200 per month is 13 per cent of the total. This is a departure from the pattern set by the earlier measures, which were unopposed. This proposition is, however, opposed by the San Francisco Municipal Conference because of the inclusion of persons with relatively high pensions.

The time is approaching when the taxpayers and citizens must consider the rising city and county retirement costs and the consequences of piling more expenses on the shoulders of the taxpayer. The current budget provides \$18,512,460 of city and county funds for the retirement fund, and the tax rate is 92.7 cents for this purpose.

The Controller's cost estimate indicates that the increased tax rate required for the first year's payment of \$287,765 in tax cost is 2.2 cents.

Proposition "E"

Revised Hours and Wages for Municipal Railway Employees

This amendment would provide a five-day, 40-hour week for Municipal Railway streetcar and coach operators, with a 20 per cent increase over 1955-56 wage rates. The change would be made in two steps and would not

be completely effective until July of 1958. Other important changes embodied in the measure deal with residence requirements, elimination of the pay differential for one-man and two-man operation and the setting of a lower pay rate for trainee employees.

The background of this measure lies in the efforts of railway employees to secure a 40-hour workweek with no loss in pay. The charter now provides for a six-day, 48-hour workweek before overtime is paid. Since the hours of work were established in the charter, the 40-hour week has become common in the transit industry. Last year one group of railway employees sponsored an initiative amendment which would have placed the 40-hour week in the charter, increased wages 20 per cent and tied future wage rates to several local craft rates. The proposal was defeated by a vote of 130,470 to 83,680.

At the beginning of this year the new Mayor appointed an advisory committee to study the problem of obtaining a five-day week. Represented on the committee were the two labor organizations, employers and taxpayers. Later a fifth member, a management consultant, was added to the committee. The committee's report recommended the five-day week in two steps—the first year (beginning July, 1957) the workweek was to be reduced to an average of 44 hours and the wage rate increased by 10 per cent; the following fiscal year the 40-hour week was to be placed in effect and wages increased an additional 10 per cent. Wages in future years would be based on the average of the two highest in the nation on large local transit systems.

Following the committee report the proposal was discussed in detail by the Supervisors' Judiciary Committee and the members of the Mayor's Committee. A committee recommendation that certain fringe benefits be made subject to collective bargaining was dropped at the suggestion of the Mayor. Technical changes in language were made until the present amendment was evolved. The measure now before the voters would effect the following changes:

1. Beginning in July, 1957 the average workweek of operating railway employees would be 44 hours, with alternating weeks of 48 and 40 hours. Wages would be increased 10 per cent over 1955-56 rates, to \$2.244 per hour. The differential in wage rates for one-man and two-man operation would be eliminated (increased cost estimated at \$9,658). A lower wage rate for trainees could be set.
2. The present one-year residence requirement would be removed. Employees would have to become residents within six months of completing their probationary period.
3. Beginning in July, 1958 the average workweek would be 40 hours, and wages would be increased by 10 per cent over 1955-56 rates, to \$2.448 per hour.
4. Beginning in July, 1959 and in future years wages would be set at the average of the two highest in effect on July 1 in cities over 500,000 population on systems employing 400 or more platform employees, coach or bus operators. The financial effect of this provision is not known at this time.

The present method of setting wages on the railway follows the terms of a charter amendment approved in 1954. Local wage rates are fixed at the highest paid on other transit systems in California cities of over 100,000 population. The charter allows the Supervisors to set rates lower than the highest, but this has not been done.

If this wage and hour proposal is approved, the city will be faced with a problem of recruiting additional railway workers. At present recruiting to fill authorized positions on the railway is difficult. This is the reason for the relaxing of residential requirements that now provide that applicants must have resided in San Francisco for one year. It is estimated that if prohibitive overtime costs are to be averted the city would have to recruit 154 operators for the first year of operation. In the second year it is believed that an additional 184 operators would be needed.

The Controller estimates that for the first year the increased cost of this measure will range from \$700,000 to \$900,000 and from \$1,800,000 to \$2,200,000 in the second year. The first figure in each instance is based on the assumption that the city can recruit the full complement of additional operators. The higher cost figures would prevail if vacancies cannot be filled and overtime is paid.

For several years the Municipal Railway has required tax rate support for its operations. In 1955-56 the tax subsidy was \$3,102,691, and for the present fiscal year the tax contribution from property and purchase and use taxes will be \$3,496,941.

Proposition "F"

Increased Fire Department Pensions

Pension benefits for the Fire Department would be liberalized in three respects by this charter amendment. The most important change would provide for full continuance of the retirement allowance to the survivors of firemen who die of any cause after retirement for industrial disability. At present a widow of a fireman who dies of causes unrelated to his disability receives one-half of his retirement allowance. The second change proposed would remove the present \$500 death benefit from the charter and give the power to fix the amount to the Board of Supervisors. The death benefit for miscellaneous employees is \$750. The third change involves more than doubling the retirement allowances of seven employees retired for disability under the old firemen's pension plan, Section 171 of the charter.

Firemen retired for disability incurred in line of duty receive a monthly allowance of 75 per cent of their average salary for the three years prior to retirement. When they attain the age at which they would have retired for service this allowance is converted to the amount of a regular retirement allowance based upon service, which is at least half salary. Proposition "F" would continue the full retirement allowance to the widow regardless of the cause of death. At present, if death is related to the service-connected disability the full allowance is continued to the widow. According to retirement system

officials, about two-thirds of the deaths after disability retirement are found by the Retirement Board to be related to the service disability.

The seven persons retired for disability whose allowances would be increased by this measure now receive a monthly total of \$715.64, or an average of \$102.23 each. This would be increased to a monthly total of \$1,686.50, or an average of \$240.90 each.

In evaluating this proposition, the three parts must be considered. The increase in the death benefit would place firemen on the same basis as miscellaneous employees. The full continuance of allowance for death after disability retirement, regardless of cause, would be unprecedented. The Police Department could logically ask for the same treatment. The so-called adjustment for seven retired employees would more than double their allowances.

The actuarial report shows that the total cost of the three proposed benefits, applied to the present membership of the Department, would be \$1,187,118. The annual cost to the city would be \$99,882. The firemen would make no additional contribution for these benefits.

This measure is opposed by the San Francisco Municipal Conference.

Proposition "G"

Budgeted Improvements on Deficit Utilities

This amendment would permit a utility which is not self-supporting to budget a limited amount annually for capital expenditures. The amount, which would apply to the Airport and the Railway, would be limited to three-fourths of one cent in the tax rate for each deficit utility, equivalent to \$97,914 for each utility. At present a utility with tax support can make no capital expenditures without benefit of a bond issue. This includes equipment, i.e., the Airport and Railway cannot purchase a truck or a typewriter except from bond funds. The amounts to be budgeted, if this measure is voted, would be subject to review by the Public Utilities Commission, the Mayor and the Supervisors.

The argument for the change is that operating large public enterprise functions, such as the Airport and Railway, efficiently without minor capital improvement expenditures is difficult. Expenditures of this type could result in greater economy and efficiency. Obtaining bond funds is time-consuming and sometimes unsuccessful.

Proposition "H"

Twenty-Five Additional Police Inspectors

This amendment of Section 35.3 would permit a maximum of 25 additional inspectors in the Police Department, who would serve in the Juvenile Bureau, Accident Investigation Bureau, Bureau of Special Services and the Intelligence Unit. At the present time these bureaus are staffed largely by patrolmen, at patrolmen's salaries. Under the proposed amendment the newly created in-

spectors would receive inspectors' salaries—\$80 more than a patrolman's salary. Patrolmen now receive \$489 per month after three years' service, equal to the highest in the United States.

Appointment and removal of inspectors in the above-mentioned bureaus would be by the Chief of Police from among those assistant inspectors who have been detailed to and have actually served as inspectors in these bureaus for two years. The appointments are limited to a total of 25. The Police Commission believes that creation of these promotional ranks, with the attendant increase in salary, would improve morale and service. The Commission maintains that some of the positions in these organizational units are of equal importance with those in the Bureau of Inspectors; and, therefore, their employees should have equal rank and pay.

This Bureau made a survey of the situation in cities of 500,000 population and over. The result, however, was inconclusive in that there was no uniform practice concerning the operation in the departmental division or the rank employed in such divisions. Approximately half of the cities require promotional examinations to the rank of detective or inspector.

The cost of this measure, if all of the 25 positions allowed are filled, would be \$24,000 annually.

State Propositions

Proposition No. 1

\$500,000,000 Veterans' Bond Act for Homes and Farms

This measure would authorize the issuance of \$500,000,000 in state bonds for aid to veterans in purchasing homes and farms. The program of low-cost state loans for veterans who entered the services from California is long established (its inception was in 1921). The proposed bonds are a continuation and expansion of that program. Under recent statutory changes the maximum home loan has been increased to \$15,000 and the maximum farm loan to \$40,000. Money paid by the veterans would be expected to pay off the bonds as they mature in the future. The bonds are general obligations of the state.

The \$500,000,000 bond proposal is the ninth in a series of bond issues for this purpose. Through this program California veterans have obtained financing for homes and farms at low interest rates. For the past ten years the interest rate on veterans' contracts has been 3 per cent. This can range from $2\frac{1}{2}$ to 4 per cent. The state is protected by an insurance policy on the life of the veteran in connection with these purchase contracts. The history of this loan program is that it has been self-sustaining and has not required any tax contributions.

The measure requires that the maturity dates of the bonds be fixed to coincide as nearly as possible with the receipt of payments from the purchase contracts. Payments of principal and interest on the contracts go into a special fund, the Veterans' Farm and Home Building Fund. Payments of bond interest and redemption are made from this special fund to the General Fund. The Governor, Treasurer, Controller, Finance Director and Director of Veterans Affairs would determine the bond sales, the maturity dates and the rate of interest. The maximum bond interest is set at 5 per cent.

According to the Department of Veterans Affairs, the \$500,000,000 in bonds will sustain the program for about two years. The higher loan limits and removal of a ceiling on home and farm values will place a greater demand on the program. The statutory changes and the bond money will make the loans available to about 5 per cent of California veterans who have not been able to take advantage of the benefits up to now. There will be a demand for future bond issues if a substantial proportion of the 1,000,000 California veterans wish to obtain state loans.

Under the loan program there will be a preference for loans in amounts less than the maximum amounts to be made first. The Veterans' Affairs Department has made home loans of \$10,000 and farm loans of \$20,000 the first available. No loans larger than these will be made as long as there are requests for loans within these limits.

Veterans who would be eligible for this loan program are native Californians and Californians who entered the services from California in World War I, World War II and the Korean campaign.

There is no opposition argument presented for this proposition in the official voters' pamphlet. However, the magnitude of the bond programs being proposed and the future of such borrowing has raised some questions. The credit of the state is involved in these large bond issues. The home and farm loan program for veterans has always been widely approved. If, however, the \$500,000,000 to be authorized will last only about two years, the citizens may well face the prospect of future huge issues on a recurring basis. Private lending institutions may begin to feel the competition of such low-cost loans.

Proposition No. 2

\$100,000,000 School Bonds

Proposition 2 would add a new section to the Constitution that would direct the issuance of \$100,000,000 in school bonds to provide loans and grants to school districts. In the new section, the state's policy on school sites and building is stated. Aid to school districts is declared to be in the interest of the state and the people.

The present bond proposal is the fourth of its type to be presented. The three previous issues have been approved. The loans and grants are to be made subject to such legislation as the Legislature may enact. In addition to loans for school buildings and sites the section provides that funds can be made available for necessary housing and equipment for education of physically-handicapped and mentally-retarded children. The section requires that school districts receiving allocations of money repay the state "... within the ability of the district to repay."

The necessity for this bond issue arises from the large number of school districts that do not have the assessed value to finance their own schools. In order to qualify for aid a school district must be bonded to 95 per cent of its debt limit. When a district receives a loan it must levy a tax rate of at least 40 cents for debt service for its own bonds and for repayment to the state (up to 30 cents). The repayment period is thirty years, and any unpaid balance at the end of that time is called a grant and cancelled. Estimates place the percentage of repayment on these loans at 50 per cent.

The rise in school enrollments is cited as the major cause of new school construction in the districts qualified for state aid. There were reported to be 200,000 pupils on half-day sessions in the state in 1955. Estimates indicate there will be 519,000 more pupils in the schools by 1960-61.

Standards are set up by law under this program to control the cost per square foot and the space allowed per pupil. It is expected that the bond funds, if approved, would be used at the rate of five million dollars per month from July, 1957 to March, 1959.

Opponents of this loan and grant program contend that the school districts should finance their schools locally and would be able to do so if assessments were increased and bonding limits lifted. Consolidation of small school districts into more economical units would also alleviate the problem.

Proposition No. 3

\$200,000,000 State Construction Bonds

A section would be added to the Constitution by Proposition 3 that would authorize the issuance of \$200,000,000 in state bonds for state educational institutions, mental and correctional institutions and other state facilities. The bonds would be used to carry out the State Construction Program Bond Act of 1955. A minimum of \$60,000,000 of the bond funds would be used for state colleges.

The purpose of the construction program bonds act is to provide for the major building programs of the state departments, which are financed from general revenues. The building needs are set forth in a report prepared by the Department of Finance. The bonds would be issued year by year for projects approved by the Legislature in the budget act.

Population increase brought about by immigration and a high birth rate is the principal reason for the expanded building program. It is expected that university and state college enrollments will double in the next ten years. Mental hospitals, youth authority buildings and other buildings will be needed.

The state has developed a five-year building program totalling over \$400,000,000. This bond issue proposes that \$200,000,000 be financed from bonds. It is anticipated by proponents that for the period after the five-year building program general economic growth will allow for financing of later capital improvements from current revenues.

Opponents of this type of borrowing believe that these construction needs have been known for some time, and that proper means of financing them in prosperous times would be from new and higher taxes on a current basis.

Summary of Three Bond Propositions:

Some evaluation of the direction of state borrowing policy is called for in regard to the foregoing three state bond issues totalling \$800,000,000, which the voters of the state will be required to pass upon. Prior to the first school bonds in 1949 the state was debt free of bonds dependent on general revenues. The three bond issues now proposed are to meet needs that will probably recur in the future. The rapid growth of population in the state and the fact that there are an estimated 1,000,000 veterans eligible for home and farm loans supports this view.

Questions that the citizens should consider relate to the need for the bond issues, the alternatives to borrowing and the effect of borrowing upon interest rates and the state's credit. It may well be that the Legislature and the state fiscal authorities have not evaluated the effect of the future bond issues that will follow the \$800,000,000 now being presented to the voters.

The State Controller's report shows that as of June 30, 1956 the total of general obligation bonds outstanding was \$823,251,000. Veterans' Farm and Home Building bonds totalled \$402,130,000. The bonds are being paid off from

the interest and liquidation payments on the farm and home loans. Outstanding school bonds totalled \$382,200,000. Full repayment from the school districts is not anticipated.

California's population growth is the primary reason behind two of the bond issues. New land being developed for housing creates the need for schools in districts which need aid. Greater population requires a larger university and more state buildings. The veterans' home and farm loan program is offered on an expanded basis.

Proposition No. 4

Oil and Gas Conservation (Initiative)

Business regulatory measures, such as Propositions 4 and 5, are not within the province of this Bureau, as its activities are limited in its by-laws to problems of governmental organization and fiscal problems. The following statements on Propositions 4 and 5 are presented as brief explanations of the terms of these measures.

The changes proposed by this initiative proposition are designed to promote conservation in production of oil and gas and prevention of waste in connection with such production in California. This measure would create a body known as the California Oil and Gas Conservation Commission, consisting of three members, which would have authority to make necessary investigations to determine whether waste exists or is threatened. The first commission would include the Oil and Gas Supervisor, the Chief Deputy Oil and Gas Supervisor and an appointee of the Governor; future commissions would be appointed by the Governor and confirmed by the Senate. The commission could require furnishing of relevant information and is authorized to regulate drilling and abandoning operations. Proposition 4 would require every working interest owner producing oil and gas to furnish monthly reports of production to the commission.

The initiative act authorizes all working interests in a pool (on agreement of lessors and lessees of three-fourths of pool) to enter into an agreement in writing to prevent waste. Such agreement would specify production practices to prevent waste and could provide for fixing of maximum efficient rates of production and for intra-pool distribution thereof. If such an agreement is filed and adhered to by all parties, the commission would have no power to make any order designed to prevent waste, including orders limiting production to the extent necessary. The measure provides that neither the commission nor any court of law may restrict production of any pool to an amount less than the pool can produce without waste.

The costs of administration of this conservation measure would be paid out of a fund maintained by annual assessments upon producers of oil and gas. This would be fixed annually by the new commission at a level designed to meet the estimated cost of administering the Act for the ensuing year, plus a reserve fund of \$100,000. A judicial review of the validity of any assessment would be possible.

Proposition No. 5

Alcoholic Beverage Establishments

Proposition 5 would eliminate the present law permitting service of intoxicating liquor only in hotels, restaurants and other public eating places, and authorizes legislation to permit service of alcoholic beverages in public premises where food need not be served. The measure incorporates the existing ban on the service or sale of alcoholic beverages to persons under 21.

Proposition No. 6

Church Exemption, Parking Lots

This proposition would extend the existing church property tax exemption to real property used for parking autos of persons attending church services. For churches to obtain such exemption, the following requirements would have to be met:

1. Property must be owned by owner of a building used solely for religious purposes.
2. Property must be required by law to be made available for parking of automobiles of persons attending church services.
3. Property must be needed and used exclusively for such parking.
4. Property must not, during preceding year, have been rented or used for any commercial purpose.

Also, the measure expressly provides that the parking lot need not be adjacent to land on which the church building is located.

In favor of Proposition 6 is the point that the measure would make it possible for churches not having adjacent land for parking purposes to furnish such facilities elsewhere and thus encourage attendance at church services. (Presently land must be adjacent to church to qualify for exemption.) It is considered that the measure will apply mainly to downtown churches and will benefit the motoring public by helping relieve traffic and parking congestion on city streets.

Opponents of the measure believe it would place severe restrictions upon an exemption already granted to churches for this purpose, according to the points outlined above. Also in opposition is the point that exemptions of this kind increase the tax burden of other property owners.

Proposition No. 7

State Legislature

Proposition No. 7 would change the name of the State Assembly to "House of Representatives," and the title of "Assemblyman" to "Representative."

Those who favor this change point out that most states (40) having bicameral legislatures (47) designate the lower house as the House of Representatives.

Opponents of the new designation say that the measure seems unnecessary. They contend also that inasmuch as the lower house of Congress is known as the House of Representatives, this might cause confusion as to whether the term refers to the national or the state body.

Proposition No. 8

Legislative Budget Sessions

This constitutional amendment governs changes in the budget sessions of the State Legislature. It would provide that the Legislature shall convene at 12 m. on the first Monday in February in even-numbered years instead of the first Monday in March. While the length of the session would still be limited to 30 days, the Legislature would be authorized to take a recess not exceeding 30 calendar days after introduction of the budget bill. This recess would not be included in determining the length of the session.

Members of the Senate Finance Committee and the Assembly Ways and Means Committee considering the budget bill would be reimbursed for expenses for days spent serving on these committees. This would be in addition to the payment of expenses for serving on other investigating committees.

Proposition 8 would strike out a provision of the 1879 Constitution that provides that no member of the Legislature shall draw pay for any recess or adjournment of a session lasting longer than three days.

The proposed amendment originated with the Joint Committee on Legislative Procedure, which believes that the budget bill should be received by the Legislature as a whole, rather than be considered first by legislative committees, as at present.

The argument for the measure is that it would give the Legislature as a whole more time to consider the budget. Presently a voluntary system has been worked out whereby part of the budget is considered by the Assembly and Senate committees prior to the opening of the session. This amendment would effect presentation of the complete budget to full membership of the Legislature first, then to committees and finally back to the Legislature in session.

Opponents contend the measure would not increase the efficiency of the budget approval process. They point out that at present the budget is reviewed by the legislative committees between January and March and that ample opportunity is afforded for review and approval in final form by the Legislature in session. It is also opposed as an effort to secure additional expense money for the two budget committees.

Proposition No. 9

Borough Form of County Government

This constitutional amendment would permit establishment of a borough form of government through county charters for any or all unincorporated areas in a county, without limitation on the number of boroughs that may be created. It would allow exercise of county powers by boroughs established on this basis. Proposition No. 9 would also allow a county charter to authorize such boroughs to cooperate with other county or city boroughs or cities. Boroughs created would be administered according to the county charter.

Proponents believe that boroughs could provide a more orderly growth pattern of suburban metropolitan areas. As the amendment is limited to charter counties, the nature and extent of the powers of the borough could be specifically set forth in the county's charter amendment. This governmental organization could be the means of consolidating overlapping district governments with better integration of services and simplification of boundaries and tax areas. The amendment was endorsed unanimously by the board of directors of the County Supervisors Association. The League of California Cities did not oppose the legislation.

Arguments against Proposition 9 state that the measure would require additional property taxes and would provide a new and expensive level of government and increase the number of governmental units. Opponents consider the measure unnecessary, as counties can now establish area offices in communities outside county seats. They maintain the borough councils permitted by this legislation could become a pressure lobby to force county boards of supervisors to give more and more services to the boroughs at the expense of the welfare of the whole county.

Proposition No. 10

State Civil Service, Contract Architects and Engineers

This proposition permits the Legislature to enact legislation to authorize employment of private architects and engineers on a contract basis for the performance of work which the staff of a state agency is unable to perform within the time limit required by the public interest.

The proponents assert that this legislation will provide a satisfactory method of meeting peak work loads in the state public works program, so that such works will be planned, constructed and completed as soon as possible. Under present provisions of the Constitution, it is not certain whether a state agency may employ architects or engineers under contract rather than as state employees under civil service regulations. The measure would clarify the law by specifically granting the Legislature the necessary power to authorize state agencies to contract with private architects and engineers when it is in the

public interest to do so. The amendment, according to those favoring its approval, protects the rights of civil service employees by limiting the exercise of this power so that it won't interfere with the purposes of the state civil service system or work to the disadvantage of architects and engineers employed by the state on a civil service basis.

Opponents of Proposition 10 believe it is an opening wedge to the return of the spoils system. They state that the present state civil service system has demonstrated sufficient flexibility to permit contracts of work when public interest requires it.

Also in opposition is the assertion that the classes affected by the measure are too broad—there are 269 classes in state civil service requiring professional engineering and architectural training. Over 6,000 employees in the state service could be affected.

The problem of use of engineers on a contract has been experienced in San Francisco. Local employees sued the city to check the hiring of an engineering firm, and the courts decided that such contractual services were legally permissible.

Proposition No. 11

Framing County Charters

Proposition 11 would extend the period of time within which boards of freeholders must prepare and propose county charters (after declaration of the result of election of members of the board) from six months to one year.

Sponsors of this change point out that in the case of city charter study, boards of freeholders have one full year to develop their recommendations, and that county freeholders should have an equal amount of time, as county government is often large and complex.

Those familiar with the process of charter revision agree that a year is not too long for the necessary study of existing government, the securing of expert advice and information and the formulation of recommendations.

There is no official argument against this proposition.

Proposition No. 12

State Indebtedness

This measure requires that legislative action for incurring state bonded indebtedness be set out at length in the ballot pamphlet mailed to the electorate prior to elections. This would replace the present provision requiring that such information be published in one newspaper in each county for three months immediately preceding the election.

The amendment also requires that ways and means be provided for payment and discharge of the principal of bonded debt in 50 rather than 75 years. It would permit the Legislature, after approval of a bond issue by the electorate,

to reduce the amount of an authorized bond issue to a smaller amount. An entire issue may now be cancelled by the Legislature, but the amount may not be reduced.

Those opposed to the changes in Proposition 12 state that it would not give the electorate time for thorough analysis and study of the measures. They believe the change would set a precedent and would encourage other efforts to stop giving notice through the press on other ballot measures, perhaps in local government agencies.

According to the proponents' argument, the voters' pamphlet and modern radio and news coverage have made obsolete publication of expensive legal notices for three months in each county. Bond issues proposed by legislative act are more economical and would prevent further enlargement of the Constitution by incorporation of bond issues into constitutional amendments.

Under the present 75-year bond retirement provision, interest charges often exceed principal payments. The proposed limit of 50 years is considered liberal and would result in economy.

Proponents also point out that the state could be saved expense if the Legislature is permitted to reduce the amount of a bond issue when there is cash on hand or when part of a bond issue is not needed.

Proposition No. 13

Repealing Alien Land Law

The purpose of this measure is the repeal of an initiative act adopted in 1920, known as the Alien Land Law, which prohibited ownership of land or rights in land by aliens ineligible to citizenship under federal naturalization laws. This law was declared invalid by the California Supreme Court in 1952 and was made inoperative by a provision of the Federal Immigration and Nationality Act of 1952 making all races eligible for citizenship.

Proposition No. 14

Legislative Employees

Proposition 14 would remove the present limit on legislative expenses which are now set at \$300 per day for regular sessions and \$200 a day for special sessions. It authorizes the Legislature to provide for selection of legislative officers and employees and removes the limitation on payments to such employees. Proposition 14 would also remove the provision prohibiting any increase in pay after their election or appointment and a requirement that such officers or employees be selected under civil service insofar as possible.

The supporters of this measure state that it is not realistic to believe that the legislative branch of the state could be staffed today for the same dollar outlay that was adequate thirty-odd years ago. (This section was originally enacted in 1908, and provided that the total amount to be expended by the

Legislature for all employees and attaches should not exceed \$500 per day for either house at regular session or \$200 per day at special session; in 1924 the section was amended to limit expenditures for each house to \$300 per day for regular session and \$200 per day for special sessions.) The Legislature has had to resort to roundabout measures, such as the special interim committees, to carry out its functions properly. It is reported that legislative expenses in the 1955 regular session averaged \$1,700 a day in the Assembly and \$1,000 a day in the Senate.

The proposition would permit the Legislature to employ such staff and clerical help as it deems necessary.

There is no official argument against Proposition 14, but it has been pointed out that a ceiling would be removed and no new ceiling substituted.

Proposition No. 15

Public Water Supplies, Mutual Water Companies

Proposition 15 authorizes the state and each political subdivision, district and city to acquire shares of mutual water company stock for the purpose of securing public water supplies. It repeals existing provisions limiting such right to fifth and sixth class cities, water districts of various sorts and charter cities.

Proponents contend that the amendment will apply the same rule to all branches of government, both state and local. Obtaining water under mutual water company stock is often the most economical method, particularly where land use is changing from agricultural to residential. Likewise, it is argued, mutual water companies and shareholders who constitute them will be benefited by having a market for their stock and use for the water.

Supporters of this legislation also point out that it will not increase the present right of various branches of government to take by condemnation water rights and distribution facilities. The amendment does not compel any city, district or agency to buy stock, nor anyone to sell it; it is permissive only.

Those opposed to the change contend that most mutual water companies have little or no water in excess of the needs of their shareholders. They believe the measure would open the door to control by public agencies of mutual water companies, to the exclusion and detriment of present shareholders.

Proposition 15 would have no effect in the City and County of San Francisco, which has its own water operation.

Proposition No. 16

Civil and Criminal Appeals

This amendment would delete the present fixed time limits within which a Supreme Court hearing may be ordered after decision by a district court of appeal. It would also permit the transfer by the Supreme Court from one appellate court to another *before decision* "... in any case." The measure would authorize the Judicial Council to adopt rules establishing the time when a decision of a district court of appeal becomes final.

The proponent, in his official argument, states that the amendment deals *exclusively* with petitions rendered by district courts of appeal. (The party appealing from a decision of a district court of appeal now has only 22 days in criminal cases and 40 days in civil cases within which to file a petition for a hearing in the Supreme Court; the Supreme Court now has only 8 days in criminal cases and 20 days in civil cases within which to pass upon each such petition.)

The proposed new section would substitute a procedure for filing and determination of these petitions within extended and reasonable time limits to be set by the Judicial Council. Adoption of this measure was recommended by a committee of the State Bar and introduced in the Legislature at the request of the Judicial Council of California.

An opponent of the measure points out that the time limit for filing petitions from district courts of appeal is left up to the Judicial Council under its rule-making powers, instead of being specified in the state Constitution. He believes it to be better that the latter system prevail, or else that the Legislature be granted authority to set the time limits.

Proposition No. 17

Constitutional Provisions Relating to Judiciary

Proposition 17 would repeal a constitutional provision regulating salaries of superior court and appellate judges. The Legislature was given the power to prescribe compensation of such judges by a constitutional amendment adopted on November 4, 1924. The measure also repeals the constitutional provision dealing with the Supreme Court Commission.

The purpose of this proposition is to delete obsolete sections of the Constitution. Since 1924 the Legislature has been authorized to fix the salaries of justices and judges of all courts of record. The second section deleted by this legislation refers to the Supreme Court Commission, which was superseded in 1904 by creation of district courts of appeal to assist the Supreme Court with its work load.

Proposition No. 18

Inferior Court Judges

This amendment would protect "tenure" of non-lawyer inferior court judges not so protected by the inferior court reorganization plan of 1950. This act did not protect a non-lawyer judge where his court was superseded under the 1950 reorganization and where such justice or municipal court *was in turn superseded* by a new municipal court. Such persons would be eligible, with passage of this measure, to become judges of any new municipal court superseding a court created under the 1950 reorganization if (a) he has continuously served as judge of the reorganized court until it is superseded and (b) it is so superseded before January 1, 1960. Proponents of the measure state that it is presented to preserve the spirit and intent of the Legislature in the original reorganization act. Supporters also believe that it should not be necessary to the administration of justice in municipal courts that judges (where they have had long experience as judges or justices) be attorneys.

The argument against the amendment is that the public interest would not be best served by permitting non-lawyers to decide controversies where demonstrated knowledge of the rules and principles of law that apply are necessary. It is asserted that failure to pass this amendment would not work hardship on anyone; as, at most, only one or two courts may be ultimately affected.

Proposition No. 19

State Boundaries

Proposition 19 would empower the Legislature, in cooperation with the properly constituted authority of any adjoining state and with the approval of the U. S. Congress, to change, alter and re-define the boundaries of the state as now set forth in the State Constitution. The Legislature would adjust property taxes as made necessary by the boundary changes.

The proponents point out that the present boundary between California and Arizona, down the mid-channel of the Colorado River, creates problems as to the true boundary location. This condition has seriously hindered proper governmental administration along the Colorado River and created uncertainties as to areas of jurisdiction for administration, law enforcement, etc. An identical amendment is now being presented to the people of Arizona for adoption of a definite boundary line recommended by the Colorado River Boundary Commissions of California and Arizona.

There is no official argument against Proposition 19, but it has been stated that California may lose land, taxes and water with a change of boundaries.

The City

A PUBLICATION DEVOTED TO REPORTING CIVIC AFFAIRS

V. XXXVI

OCTOBER 15, 1957

No. 1

San Francisco Propositions on the November 5, 1957 Ballot

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CO N T E N T S

Bond Issue

- A. \$22,150,000 Courthouse and City Hall Improvement Bonds.

Charter Amendments

- B. Confidential Secretaries for City Attorney and Public Defender.
- C. Civil Service Examinations.
- D. Employees Residence Requirements.
- E. Retired Employees Paid as Expert Witnesses.
- F. School District Retirement Credit.
- G. Part-Time Positions Exempt from Civil Service.
- H. Public Property Excluded from Zoning Appeals.
- I. Premium Pay for Two-Wheel Motorcycle Police.
- J. Firemen's Pension Liberalization.
- K. Health Service System.
- L. Police Retirement Liberalization.
- M. \$25 Monthly Increase for Retired Police Officers.

Ordinance

- N. Reporting Campaign Finances.

PROPOSITION "A"

\$22,150,000 Courthouse and City Hall Improvement Bonds

Proposition "A" would provide \$22,150,000 in bond funds for the construction of a civil courts building in the civic center and the remodeling of the interior of the city hall for use by city and county offices. The civil courts building would be located on Marshall Square. This block is now the site of the temporary structure housing the planning and art commissions. The estimated cost of the courts building is \$14,379,450. Rehabilitation of the city hall is estimated to cost \$7,770,550.

This bond issue was submitted after a report on May 7, 1957 of the architects and engineering consultants employed by the city on the civic center master plan project had been submitted. The consultants pointed out that present facilities in the civic center are overcrowded and that city offices are scattered around the city in temporary and outmoded office space. They concluded that it was essential for the city to provide added space and that the city hall offices be rehabilitated. The consultants recommended a three-point solution of the city's housing and space problem:

First, the construction of a civil courts building to house superior and municipal courts. Secondly, that the city hall be remodeled to provide space for those city offices that will remain in the city hall, including the mayor, board of supervisors and the majority of city and county departments. Their final recommendation was that a future annex office building be constructed across McAllister street from the city hall. The new civil courts building on Marshall Square would provide office space for certain departments which are related to the courts and their activities. These departments would include the county clerk, a law library, city attorney, public administrator, sheriff, municipal court clerk, superior court secretary and jury commissioners. The grand jury would occupy a superior court room on the fifth floor until such time as permanent quarters can be provided on the sixth floor.

The proposed courts building will be a 5-story structure to which an additional floor may be added later as needed. The building will provide net space of 270,900 square feet and the total gross space will be 373,000 square feet. The estimated unit cost of the building is \$30.80 per square foot. This includes cost of general construction at \$19.00 per square foot; heating, ventilation and air conditioning, \$4.00 per square foot; plumbing work, electrical work and elevators would add \$5.00. Contingencies are estimated at 10 per cent.

The proposed structure would house 13 municipal courts occupying 46,500 square feet. Eleven of these courts would have a seating capacity

of 60. The other two would seat 100 and 150 persons respectively. The total amount of space to be provided for superior courts is set at 81,000 square feet and will provide for 25 courts. Of these, 19 will be able to seat 60 persons and the balance will be installed in the future with seating capacities ranging from 60 to 150.

The related offices which would be housed in the new building would occupy a total of 62,200 square feet. A cafeteria would also be provided, with 7,500 square feet allocated to this operation. The 60,400 square feet of basement would be occupied by a garage, storage space and mechanical services.

The city and county controller estimates that the total debt services requirement including \$7,364,875 in interest, would be \$29,514,875. The average yearly amount required to pay interest and redemption on this bond issue is estimated to be \$1,475,744 over a period of 20 years. Based on current wage levels it is estimated that the annual operating and maintenance costs would be increased by \$342,983. Using the current assessment roll as a base, the debt services and annual operating costs are equivalent to 13.6 cents on the tax rate annually for a period of 20 years. The bond issue and the estimated costs do not include the expense of future construction of the annex office building on McAllister street recommended by the civic center planning consultants, nor the additional floor to the proposed courts building if found to be necessary in the future.

PROPOSITION "B"

Confidential Secretaries for City Attorney and Public Defender

This proposed amendment would add Section 34.2 to the charter and would authorize the city attorney and the public defender each to appoint a confidential secretary on a non-civil service basis. The individuals selected would serve at the pleasure of the elective officers appointing them.

At the present time four other elective officers have confidential secretaries. They are the mayor, the assessor, the sheriff and the district attorney. No precedent would be established if this measure is approved.

Two years ago, in 1955, the voters defeated by a 181 vote margin a similar amendment to establish these new positions. The controller estimates the annual cost of this measure to be an increase of \$10,320 or the equivalent of eight one hundredths of one cent in the tax rate. Appointments could not be made to the positions until they were established by action of the mayor and the board of supervisors.

PROPOSITION "C"

Civil Service Examinations

Proposition "C" would delete from the charter two words which permit the copying of civil service examination questions by the participants and by the public. It has become a regular practice for these questions to be copied and reproduced by coaching schools and others so that they have no further value for examination purposes. This has had two undesirable results. First, the civil service examining staff has to rewrite its examinations and often every test item. Second, the local civil service office cannot contract for the use of standardized tests used in industry and other government agencies because the contents would be divulged and circulated.

The right of participants in examinations and the public to inspect civil service examinations would not be affected by this amendment. Such inspection contributes to confidence in the examination process. For the nominal charge of one dollar anyone can inspect the examination questions, scoring and grades of an individual in any civil service test.

Proposition "C" is supported by the 1957 grand jury and previous grand juries and by the civil service commission. The personnel director stated before the supervisors' judiciary committee that he knows of no other public agency which allows the copying of civil service examination questions.

PROPOSITION "D"

Employees Residence Requirements

A fundamental change in the method of fixing residence requirements for potential city and county employees would be effected by this proposed amendment of Section 7 of the charter. The charter now requires one year of residence in San Francisco for eligibility to compete in civil service examinations for most employments. For police and fire department positions there is a five year requirement. If this measure is approved, the board of supervisors would establish residence requirements for most positions in the city and county service by ordinance. Some of the exceptions to this change would be members of boards and commissions and elective officials. Other exceptions set forth in the charter would be the chief administrative officer (five years' California residence) and operating personnel of the municipal railway for whom there are no pre-residence restrictions.

Prior to the submission of this measure the judiciary committee had under consideration proposals which would have modified resi-

dence restrictions. One of these, approved by the civil service commission, would have provided for previous California residence for policemen and firemen. Another, proposed by the police commission, would have removed any pre-residence requirement for police officer candidates. These alternatives were tabled so that the present proposal could be submitted.

It is impossible to evaluate this amendment because nobody can predict what changes in residence requirements, if any, would be made by the board of supervisors in an ordinance. The recent record of the board indicates a reluctance to admit non-residents to examinations unless local applicants are almost non-existent. In the case of an important police post the desires of the mayor, the police commission and the civil service commission were ignored and one local man was allowed to take the examination. His competence was later questioned and he was removed from the duties.

Employee organizations which have been opposed to residence relaxation in the charter did not oppose Proposition "D". A statement by the representative of the firemen before the judiciary committee was to the effect that they wanted the five year requirement retained for firemen's examinations but that they did not object to this amendment to fix requirements by ordinance.

According to the supervisor who introduced the measure, setting residence rules by ordinance would allow for adjustment to economic setbacks more rapidly than if such provisions were fixed in the charter.

PROPOSITION "E"

Retired Employees as Expert Witnesses

Proposition "E" would allow retired employees to be paid by the city and county as expert witnesses before courts, legislative or administrative bodies. Section 163 of the charter now prohibits any payment of this type.

This amendment was proposed by the public utilities commission with the thought that it would enable them to draw upon the experience of some of their retired executives and engineers for court cases and hearings. The water and power phase of the utilities operation, which has had a long history of litigation and federal government hearings, was mentioned as a possibility for using retired employees as witnesses.

The additional cost of paying for these expert services has not been estimated but apparently it would involve compensation for preparation, travel and testimony.

PROPOSITION "F"

School District Retirement Credit

The San Francisco Unified School District would be able to reduce its current contribution to the local retirement system each year if Proposition "F" is approved. The estimate of the retirement system places the reduction at approximately \$1,500,000 annually. This comes about because there is a state plan under which San Francisco teachers can retire and there is no necessity for retaining the reserves which have been built up over the years on their behalf. This amendment would credit the school district with the reserves held for teachers who retire under the state system, with the result that the district would be contributing less on a current basis to the local system.

The school district contributes 12.5 per cent of the salaries of teachers to the local retirement system. It also contributes 3 per cent of salaries to the state system. The state system pays more liberal pensions to teachers retiring over age 62. When such teachers choose to retire under the state plan the reserves contributed to the local retirement office by the school district on behalf of these teachers are not needed. At present this money remains in the retirement system reserves and is not available to the school district. Under this amendment the school district would be able to reduce its budget and tax rate by the amount of the credit in the reserves for teachers retiring under the state system.

The estimate of a \$1,500,000 reduction in the contribution of the school district to the local retirement system is an approximate one. It is based on the forecast that about sixty of the eighty teachers who retire each year will choose to resign and retire under the state system. The amount of reserves which the city retirement system has for each of the teachers is about \$25,000. Thus the \$1,500,000 credit is produced — sixty times \$25,000.

When a teacher chooses the state plan for retirement he must resign from the local system. The employee contributions are returned to the teacher. The teacher then contributes to the state retirement system an amount equal to that which he would have contributed had he been a member of the state system during his period of service. He can then retire under the state plan.

Proposition "F" represents a solution to a complex problem. The measure itself will not save any money but it is fair to credit the school district for contributions which are no longer needed by the retirement system. It is also desirable to reduce the school budget and tax rate to reflect its actual requirements.

PROPOSITION "G"

Part-Time Positions Exempt from Civil Service

The intent of this measure is to exempt from civil service those part-time positions paying less than \$125 per month. At the present time the limit for part-time exempt positions is those paying less than \$80 monthly. This limit was set 25 years ago and salaries have advanced to the point that it is practically impossible to obtain part-time services for less than \$80.

Many part-time employments are used by the public library and playgrounds. This change would ease their recruiting problem. Part-time employees from civil service lists are not available in sufficient numbers to meet requirements. The actual pay of part-time workers is based upon full-time salaries.

PROPOSITION "H"

Public Property Excluded from Zoning Appeals

The board of supervisors would be permitted by this amendment of Section 117 to exclude federal, state and city and county property from the property adjacent to a zoning change in considering petitions for appeals. At the present time if 20 per cent of the property owners within 300 feet of property which is proposed for rezoning protest, their appeal is referred to the supervisors. The charter requires a two-thirds vote of the board to override the decisions of the planning commission. If public property is included in the 300-foot area, under this amendment such public property could be excluded from consideration by the supervisors in reviewing petitions to determine if they qualify.

The argument for this change is that in some locations it is difficult if not impossible for private owners to qualify a petition for an appeal where a public agency owns a large portion of the property.

The director of planning and the city planning commission are opposed to Proposition "H" on the ground that public agencies should have a voice in zoning appeals.

The section which is proposed for amendment (Section 117) will become inoperative when the new zoning ordinance is adopted.

PROPOSITION "I"

Premium Pay for 2-Wheel Motorcycle Police

San Francisco's traffic police operating two-wheel motorcycles now receive \$15 extra pay monthly as a type of hazard compensation. This amendment would permit the supervisors to revise the additional rate of pay yearly after a salary survey of California cities of 100,000 population or over.

The board of supervisors would not be permitted to exceed the highest rate paid in any of these cities. This is similar to the charter procedure now used in fixing salaries for police and firemen.

Los Angeles now pays \$50 extra per month for this duty. Based on the number of men in the local department who might qualify and the Los Angeles rate of pay, the controller has estimated that for the six months beginning in January the added cost would be \$23,380 and for the full year beginning next July the cost would be \$46,760.

The record of accidents for the two-wheel motorcycle service bears out that it is hazardous. In 1955 there were 46 accidents with 851 man days loss and in 1956 there were 106 accidents and 1102 days off. The 1950 police survey pointed out this cost and the fact that per square mile, this city has a large number of officers assigned to this duty. Many large cities have fewer two-wheel motorcycles than San Francisco.

Placing a higher premium on this duty may tend to increase the number of officers wanting such assignment and eventually increase the force on this high cost operation.

The San Francisco Municipal Conference, composed of representatives of seven business associations, including the Building Owners and Managers, Down Town Association, California Northern Hotel Association, San Francisco Chamber of Commerce, the Real Estate Board, and others, recommended against this proposition.

PROPOSITION "J"

Firemen's Pension Liberalization

Two important changes would be made in the firemen's retirement plan if this measure is approved. Neither is now enjoyed by the other 18,500 city and county and school employees.

The first provides for a continuance of one-third salary attached to the rank for the survivors of a fireman with three years service who dies of ordinary causes, or at the option of survivors, for the equivalent of the survivors' benefits under federal social security. Firemen and policemen are now excluded from social security and have opposed efforts in Congress to have them included. The cost of this change is estimated at \$71,625 per year.

The second part of the amendment would change retirement allow-

ances from a fixed amount at retirement to a fluctuating amount related to the current salary from time to time attached to the rank the man held. This provision was part of the pre-1932 firemen's pension plan and was abandoned with the 1932 charter. The cost of \$45,656 reported for this change covers only 56 retired persons. Obviously, if the salary trend of the past 17 years continues, this will constitute a large additional cost with firemen's pensions rising automatically with each salary increase.

This proposal could be applied to all other employees and on that basis it would be very costly. The chairman of the Municipal Conference pointed out that this measure and the two other pension matters on the ballot should be studied as part of the entire retirement system problem — that it was through this type of measure that the cost of the retirement system to the city has risen to over \$20,000,000 a year. The fact that one group requests a revision one year and receives it, almost guarantees that another group will come in for the same treatment the following year. Proposition "L", below, is an example — last year the firemen succeeded in having it voted (over Municipal Conference opposition) and this year the police are requesting it.

The request for a continuance to widows equivalent to that of federal social security is significant. If this is approved, it will mean that the city will be financing a social security type benefit which can be increased from time to time by Congress without any city control. The Municipal Conference has sought integration of social security with the local retirement system — a matter which has been postponed until next year. The survivor benefit is important and if the firemen get it at city expense, other employees would be likely to demand it.

The Municipal Conference is opposed to Proposition "J".

PROPOSITION "K"

Health Service System

This amendment would change the membership of the health service board and would provide for city financial support of the system amounting to 50 per cent after three years. The board would be changed from the present nine employee members to a seven-member board including the chairman of the supervisors' finance committee, the city attorney or his designated deputy, a doctor, an insurance official and three employee members.

For the first time since its inception in 1937 the city would participate in the financing of the system. City payments would increase on a graduated scale beginning with an estimated \$259,000 in 1958-59 and going to \$777,000 in 1960-61. The latter would be one-half of the present costs of the system.

A committee of the Municipal Conference meeting with employee

representatives had several changes made in the original measure. Among these was a tax rate limit of six cents, a provision for a $\frac{3}{4}$ vote of the board of supervisors for any change in the system and the elimination of catastrophic coverage from the proposed charter amendment. An equal payment by active members and retired members was also insisted upon so that the city would not have to make up the difference for higher costs of older members.

A check by the Bureau showed that in private industry prepaid health plans existed in numerous corporations and under collective bargaining agreements. A Federated Employers report shows that more than 80 per cent of 1100 Bay Area collective bargaining agreements have provisions for health and welfare plans. A state report indicated that a number of smaller public agencies in the Bay Area are contributing to employee health plans. Among the largest public jurisdictions in the state, the Bureau found, however, that none was contributing to the cost of health plans.

PROPOSITION "L"

Police Retirement Liberalization

Three changes would be made by this amendment. (1) A widow or survivor of a policeman retired for disability who dies, regardless of cause, would continue to receive the full pension amount. At present, one-half of the pension is continued to the widow if death is not related to police duties. Cost \$120,636 per year. (2) The \$500 death benefit would be removed from the charter and increased to \$750 as has been done for other employees. The official estimate of cost is \$15,466 per year. (3) The age at which a retired policeman could be employed while on pension without any reduction of the pension amount would be reduced from 60 to 55. Presently, allowances are reduced if a retired officer earns an amount which combined with his retirement amount derived from tax funds exceeds the salary attached to his rank. No cost was computed for this change. The first two changes were voted for the firemen in 1956 and are now in effect.

The total cost of this measure, as reported by the actuary, is \$1,896,741. The annual cost is \$136,102, equal to one cent in the tax rate. This proposition is opposed by the Municipal Conference.

PROPOSITION "M"

\$25 Monthly Increase for Retired Police Officers

Pension payments to 468 retired policemen would be increased \$25 up to a ceiling of \$244.50 per month. This is the third adjustment in allowances of this type for retired police officers. The last increase

was voted in 1955 (with a ceiling of \$220 per month) and prior to that there was an adjustment in 1951.

The average amount now being paid to retired officers who would be affected by this amendment is \$203 per month. Payments to widows and survivors average \$164 monthly.

The total cost of this grant over the years is reported at \$1,549,114 in the actuarial report and the first year's cost would be \$134,689. The San Francisco Municipal Conference, composed of representatives of seven business associations, including the Building Owners and Managers, Down Town Association, California Northern Hotel Association, San Francisco Chamber of Commerce, the Real Estate Board, and others, has recommended against Proposition "M".

PROPOSITION "N"

Reporting Campaign Finances

This proposition is an ordinance which has been referred to the voters by four members of the board of supervisors. It would require detailed financial reports of the receipts and expenses of "associations" which are active in campaigns for or against candidates for city and county offices, to be filed with registrar of voters. Such reports would be made forty days prior to an election and also seven days before the election. Associations are defined in the measure to be "any person, firm, association, organization, public or private corporation, or other group of persons . . ." The minimum amount of money either collected or spent for an association to come within the purview of this ordinance is more than five hundred dollars.

Under the heading of expenses, the ordinance would require detailed financial reports including the cost of holding public meetings, printing, advertising, postage, rent, telephoning, and salaries and expenses of all persons employed at headquarters or branch offices.

The ordinance would also require the association to report the name and address of each person, firm or corporation that contributes one hundred dollars or more to the association.

This proposed regulatory ordinance did not go before the board of supervisors for a vote. Under Section 179 of the charter, the mayor or one third of the membership of the board of supervisors can submit an ordinance to the voters. Proposition "N" was submitted by Supervisors Blake, Ertola, Halley and McAteer.

This ordinance, if approved, cannot be amended except by vote of the electorate.

San Francisco Bureau of Governmental Research

*"A non-partisan citizens' agency to cooperate with officials
and work for economy and efficiency in municipal affairs."*

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The City

A PUBLICATION DEVOTED TO REPORTING CIVIC AFFAIRS

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San Francisco Propositions on the November 4, 1958 Ballot

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco 4, California

C O N T E N T S

Six Bond Issues

- A. \$22,150,000 Courthouse and Alterations of City Hall Bonds.
- B. \$3,600,000 Palace of Fine Arts Bonds.
- C. \$2,785,000 Ferry Park Bonds.
- D. \$7,225,000 Civic Center Auditorium Bonds.
- E. \$1,500,000 Department of Electricity Maintenance Yard Bonds.
- F. \$1,300,000 Department of Public Works Maintenance Yard Bonds.

Charter Amendments

- G. Appointment of Arboretum and Botanical Gardens Director.
- H. Retired Policemen and Firemen Paid as Expert Witnesses.
- I. Transferring Traffic Engineering to Public Works Department.
- J. Formula Adjustment of Retirement Allowances.
- K. Seven Paid Holidays for Municipal Railway Operators.
- L. Utilities Commission Power to Lease Land.
- M. Power of Supervisors to Extend Lease Periods.
- N. Basis of Social Security for City and County Employees.
- O. Liberalization of Police Pension System.
- P. Liberalization of Firemen's Pension System.

Proposition "A"

\$22,150,000 Courthouse and Alterations of City Hall Bonds

This proposition would provide bond funds in the amount of \$22,150,000 for the construction of a civil courts building in the Civic Center, and remodeling of the City Hall interior for use by city and county offices. The proposed courts building would be located on Marshall Square. The estimated cost of the courts building is \$14,379,450. Modernization and rehabilitation of the interior of the City Hall is estimated to require the balance of the bond issue, namely \$7,770,550.

A report was submitted in 1957 by the architects and engineering consultants employed by the city on a master plan for the development of the Civic Center. In this report the consultants pointed out that housing facilities have become overcrowded, requiring the use of temporary structures and rental properties. In many instances the offices are scattered and no provision for expansion is available. It is also stated that present permanent facilities have become largely outmoded and that it is essential to provide additional space. Existing space should be rehabilitated to provide efficient up-to-date accommodations that are suitable for present day city offices. This report recommended a three-point solution of the city's space problem:

(1) A civil courts building to house superior and municipal courts. (2) Remodel the City Hall to accommodate city and county offices. This would provide office space for the Mayor and his staff, the chief administrative officer, Board of Supervisors and other city and county offices and departments. (3) The construction of an annex office building across McAllister Street from the City Hall in the block bounded by McAllister, Van Ness, Polk and Redmond Streets. This building, according to the consultants, was not urgently required at present, so that its construction should be deferred until a later date.

The civil courts building as planned would be a five-story structure to which an additional floor may be added later as needed. According to the 1957 report the estimated unit cost of the building was \$30.80 per square foot which includes general construction at \$19.00 per square foot; heating, ventilation and air-conditioning, \$4.00 per sq. ft; plumbing and electrical work and elevators would add \$5.00 per sq. ft. Ten per cent is estimated for contingencies.

The proposed civil courts building would house 13 municipal courts for a total area of 46,500 square feet. The proposed building would also provide offices for services and functions related to the municipal courts. The building would provide 81,000 square feet for 25 superior courts and certain related functions which now occupy the City Hall. These offices include the county clerk, law library, city attorney, public administrator, sheriff, grand jury, municipal court clerk, superior court secretary, jury commissioners and law clerk. The total net area, including 26,000 square feet for a garage, 13,300 square feet for stor-

age, and 21,100 square feet for mechanical services, would be 270,900 square feet.

Proponents of the proposed new courthouse contend that the present space in the City Hall is inadequate and that it was to have been a temporary make-shift at the time they occupied it when the building was completed over 40 years ago.

Opponents, on the other hand, claim that the City Hall is more suitable for a courts building than an office building. Their proposal is to construct a functional office building in the Civic Center to provide for the various city and county offices, and reconstruct the City Hall for use by the courts and related functions. Those opposed to Proposition "A" also maintain that the City Hall was originally designed to include courtrooms. They have the original specifications to this effect.

It should be noted that the new Hall of Justice now under construction will house the criminal courts and city functions related to these courts. The program recommended by the consultants involves the moving of six departments into the City Hall which are now located elsewhere. These departments are the Art Commission, Planning Commission, Redevelopment Agency, Parking Authority, Real Estate Department, and approximately one-half of the Bureaus of Engineering and Architecture of the Department of Public Works, which are now located in temporary quarters at 45 Hyde Street.

The departments that will occupy the proposed remodeled City Hall are 22 in number and include the Board of Supervisors, mayor, chief administrative officer, assessor, tax collector, treasurer, controller, recorder, registrar of voters, purchasing department, public works, civil service, and a few smaller offices. The consultants also propose that the fire department, civil service and public utilities shall be moved to the annex office building when constructed.

The basic problem that confronts the citizens is that the City Hall, although considered attractive from an architectural standpoint, is not considered desirable as an office building or a courts building. The office building advocates have made their position clear in this connection and the proponents of the civil courts building have emphatically stated that it is undesirable for use as a courts building.

Another problem that confronts the taxpayers and citizens is the additional annual cost which must be paid out of taxes. The city and county controller estimates that the total debt service requirement, including \$7,558,687 interest, together with the \$22,150,000 bond issue, would be \$29,708,687. The average yearly cost would be \$1,485,434 for payment of interest and redemption on the bond issue over a period of 20 years. Operating and maintenance costs would increase the annual amount needed by \$347,807. The debt services and annual operating costs are equivalent to 13.4 cents on the tax rate annually for a 20 year period. The proposed bond issue and the costs calculated by the controller do not include funds for future construction and operation of the proposed annex building on McAllister Street.

Proposition "B"

\$3,600,000 Palace of Fine Arts Bonds

This \$3,600,000 bond issue was submitted to the voters by the Board of Supervisors at the request of the Recreation and Park Commission. There was no discussion of the merits of this project, its necessity or the purpose to be served by it during its consideration by the board as a whole. The bond issue funds will be supplemented by a \$2,000,000 grant from the state in accord with Assembly Bill No. 1400, known as the Weinberger Bill. The state act provides that the Palace of Fine Arts, together with the park area and lagoon, will become a state park with ownership being transferred from San Francisco to the state. The understanding is that the city would lease the facility and operate and maintain it.

The Recreation and Park Commission reviewed the preliminary plans and cost estimates and referred the proposal to the Board of Supervisors. The Commission did not go into the question of prospective use of the Palace. The Palace of Fine Arts League proposed the uses to which the building could be put as outlined below. The Recreation and Park Commission position is that the people should have an opportunity either to approve reconstruction of the Palace or reject it. In the latter event it is likely that the buildings would be razed and the area probably would be converted for park use.

Preliminary architectural plans and cost estimates were prepared in 1950 by a private architect. These were reviewed and brought up to date. The earlier studies were adjusted for price and cost changes to meet current conditions.

The federal government deeded the Palace to San Francisco for educational, art and park purposes in 1927. One clause in the deed is as follows: "provided, however, that in the event of war or any other great national emergency, the United States shall have the right, which it hereby reserves, to take exclusive possession of said land and all improvements thereon, without the payment of any compensation therefor, and to hold, occupy and use the same during the continuance of such war or emergency;" The Army used the property during World War II and could do so again in the future.

The Palace was a major attraction at the 1915 Panama-Pacific International Exposition. The main building housed works of art from all over the world. The crescent-shaped main building covers 130,000 square feet. It was constructed with a steel frame, a steel truss roof and cement walls in order to protect the many priceless art objects housed therein during the fair. The colonnades and the rotunda, however, are not constructed of permanent materials. They were built of wood and plaster and at present are crumbling ruins.

According to the estimates available, rehabilitation of the main building will cost an estimated \$1,296,592; the rotunda is estimated to

cost \$1,592,528; the colonnades, \$1,113,700; estimated cost of interior work, \$980,000; and mechanical and electrical equipment is estimated to cost a total of \$615,000.

The rotunda and colonnades, because of their temporary type of construction, of necessity have to be replaced by structures built with permanent materials. It is stated by proponents (but not confirmed officially) that the foundation will not have to be replaced and will be of sufficient strength to carry the extra load.

The preliminary plans show that parking space will be provided for about 200 cars adjacent to the main building. Additional parking area for 600 cars is located across one of the main approaches to the Golden Gate Bridge. The military authorities have not agreed to the use of a portion of the adjoining Presidio military post for parking purposes, stating that they have insufficient space to accommodate their vital operations and motor vehicles. Parking, therefore, would seem to be a major problem in the event the Palace is used for any event drawing a substantial number of people.

Public transit is not convenient. The nearest coach line is No. 30 on Broderick Street which is about two blocks distant. Another line, the No. 41, on Greenwich Street is about four blocks away from the Palace and No. 45 on Lombard Street is three blocks away.

The Palace of Fine Arts League and the Weinberger Act propose that the Palace be used as a cultural, educational and recreational center. Plans sponsored by the League propose the use of 54,300 sq. ft. of the main building for "work and exhibit space for visual, graphic and plastic arts, convention activities, youth activities and recreational activities". The balance of this building is proposed to be used for two theaters seating 1,500 and 500 respectively and for office space for the administrative staff.

The use of this building for convention purposes is problematical in view of the fact that the city has not only the civic auditorium but also Brooks Hall for such purposes. Furthermore, its location in an isolated part of the city with inadequate transportation and at a considerable distance from the downtown hotels is another adverse factor affecting its use as a convention center.

The official cost estimate presented by the controller shows that for this proposed bond issue of \$3,600,000 the city and county would pay \$864,000 in interest over 15 years for a total cost of \$4,464,000. The average annual amount for payment of interest and redemption over the 15 years is estimated at \$297,600. This is equivalent to 2.2 cents in the tax rate based on the current assessment roll. With respect to operation and revenues the controller reported as follows: "As this office was unable to obtain reliable data pertaining to estimated revenues and operating expenses, we are unable to report the effect of these factors upon the tax rate."

Proposition "C"

\$2,785,000 Ferry Park Bonds

Proposition "C" would provide \$2,785,000 in bond funds for the development of a public park opposite the Ferry Building and adjacent to the Embarcadero. Of the total amount of the bond issue \$2,027,958 is estimated to be required for land acquisition. The property to be purchased is located between Stuart Street and the Embarcadero, extending northward from Mission Street across Market Street to Clay. This estimate is derived from appraisals of property made for the Redevelopment Agency in 1957. The park area is included in Redevelopment Project Area E-1, more commonly known as the "Golden Gateway Project." The proposal was submitted by the City Planning Commission and the Recreation and Park Commission.

Of the \$556,672 allocated for clearance and development of the four-acre site, \$200,000 is estimated will be required for demolition and clearance of the property acquired. The balance would be used for paving, curbs, lawn, trees, shrubs, fountain, convenience stations, lighting and other park improvement. Relocation of the municipal railway terminal is necessary in order to provide the area for this park. It is estimated that this relocation will cost \$110,000. The relocation proposal has been approved by the Public Utilities Commission and \$110,000 was included in the bond issue for this purpose. The railway facilities will be relocated in the portion of the block just north of Mission Street. The cost required for the new terminal location is included in the estimate of cost for property acquisition and clearance of the area.

A proposal has been submitted to the Port Authority by the City Planning Commission on behalf of interested city agencies to modify and relocate the surface traffic lanes on the Embarcadero property so as to provide an additional acre for expansion of the park as proposed by the city. If the Port Authority grants permission, \$90,370 has been provided in the bond issue for the conversion of this space for park purposes.

Recreation and Park Department estimates show that the park area, exclusive of Port Authority property, will entail annual maintenance costs in the amount of \$34,276 which will be increased to \$35,089 if Port Authority property is included. The city and county controller estimates that the average cost per year for bond interest and redemption would be \$230,227 for a 15 year bond maturity. Maintenance and operating costs and amortization would add expenses equivalent to two cents in the tax rate.

The San Francisco Municipal Conference delegates recommended approval of Proposition "C".

Proposition "D"

\$7,225,000 Civic Center Auditorium Bonds

This bond issue would provide the funds for the modernizing or restoration of the Civic Auditorium to the extent that it might be called "The New Civic Auditorium". The main improvements which would be brought about would be the installation of escalators, the providing of 60 meeting rooms, new acoustical treatment, replacement of plumbing and wiring and placing three-story plate glass windows in the facade.

The Civic Auditorium was constructed in 1913-14. Since that time it has deteriorated in condition. Proof of the deterioration lies in the fact that almost half of the bond issue is for repairs or deferred maintenance. Because of its excellent location in Civic Center studies were undertaken to determine if it could be rehabilitated to serve better for conventions, trade shows and local recreational uses. Proposition "D" is the result.

A report, "Convention Facility Needs in San Francisco", was prepared early this year. It recommended the removal of city offices from the auditorium, the restoration of the large halls, the auditorium and the upper floor spaces. The need for meeting room space was emphasized. Along with these changes it followed that modernization of mechanical, electrical and plumbing facilities and improvement of vertical transportation must also be accomplished.

The schedule for design and construction calls for a total elapsed period of 47 months from November 1958 to September 1962. The contractor would have the final ten months of this time for construction. Two large conventions which are listed but not yet scheduled for 1962 would, if scheduled, lengthen the construction period.

The provision of 60 small meeting rooms is a change which will make it possible to attract the conventions of the learned societies and the technical and scientific societies. The large Polk and Larkin Halls, each seating 1200, will be equipped with sound-proof partitions so that the halls can be divided into three rooms of 400 capacity or two rooms with 400 and 800 capacity.

It is estimated that San Francisco's present convention business amounts to \$29,000,000 a year. As stated above, the improvement of the auditorium and its use in conjunction with Brooks Hall is expected to attract additional conventions. The proponents of Proposition "D" state that the present revenues of the Civic Auditorium of \$170,000 a year can be increased to average \$400,000.

The controller's report on bond amortization and operating costs indicates that this proposition would require the equivalent of 4.9 cents in the tax rate for the first five years and 5.3 cents in the tax rate for the following ten years.

In evaluating this bond proposal several points should be considered. First is the fact that almost half of the work contemplated is

deferred maintenance of the auditorium which must be done either by bond issue or from annual budgets. Second, a building completed in 1914 must be modernized to compete with convention facilities in other cities. Third is the growing importance of convention business to the economic welfare of the community.

The San Francisco Municipal Conference and its constituent organizations recommend approval of Proposition "D".

Proposition "E"

\$1,500,000 Department of Electricity Maintenance Yard Bonds

Proposition "E" would provide \$1,500,000 in bond funds for the construction of a new maintenance yard for the Department of Electricity. The program contemplates the construction of a two-story building to house machine, electric, radio, parking meter, traffic signal and paint shops as well as a warehouse space and utility rooms on the lower floor. The administrative offices would be located over a part of the first floor. Funds would be provided for construction of truck ports adjacent to the main building and paving and fencing of the yard area. The proposed new yard will be located on a part of the property originally purchased for the southeast sewage treatment plant fronting on Jerrold Avenue near Quint Street and will be adjacent to the Purchaser's Consolidated shops now under construction.

At the present time the operations of the Department of Electricity are carried on at four different widely scattered locations with the principal plant yard at 264 Golden Gate Avenue on school department property. The department took over this facility in 1914 and it has long been inadequate. Greatly expanded operations due to normal growth of public safety, fire and police communications, radio for various other departments, maintenance and operation of traffic signals and 12,600 parking meters. It is anticipated that the traffic signal and radio systems, which have expanded considerably within the past five year period, will have further growth in the future. The difficulties confronting the Department of Electricity are further illustrated by the fact that the basement of its central fire alarm station is used to accommodate a part of the traffic signal maintenance work. Due to installation of dial telephone equipment, this space must be vacated. It is hoped that with a lease of property at 1745 California Street for a rental of \$6,000 per year, it will be possible to vacate 462 Duboce Avenue and the basement of the central fire alarm station and to accommodate a radio shop facility now located in the department's former garage at 264 Golden Gate Avenue.

The department's problem of efficient supervisory control over operations in four or five locations in the city is apparent. The work load includes, in addition to vehicles normally visiting the yard, more

than 400 city-owned motor vehicles equipped with radio, which this department is responsible for servicing and repairs. The Department of Electricity also operates 34 cars and trucks in its daily maintenance work. Future expansion will add to this number. The building at 264 Golden Gate Avenue has been condemned as a fire hazard and as structurally unsafe by state and city agencies. Consolidation of all of this department's functions and major activities in a central location would provide for more efficient supervision which should result in more economical operation.

Bond interest and redemption and operation and maintenance are estimated by the controller to cost ninety-one hundredths of a cent in the tax rate for the first five years and ninety-four hundredths of a cent for the following ten years.

Proposition "F"

\$1,300,000 Department of Public Works Maintenance Yard Bonds

The Department of Public Works submitted this bond issue of \$1,300,000 for additions and improvements to a Public Works maintenance yard which is located at 2323 Army Street. Four bureaus of the Department of Public Works, sewer repair and sewage treatment, street repair, building repair and street cleaning, operation and maintenance activities have been provided for at this location. These various functions require the services of 1,142 employees and the use of 190 automotive vehicles and 139 specialized portable units needed in their operations.

The Department of Public Works is of the belief that these improvements will provide current and long-range economies in the performance of the various functions housed at this location. An analysis prepared by the department indicates the possibility of a direct saving of \$70,500 annually.

The bond issue would provide for a purchaser's warehouse at a cost of \$187,400, which together with the necessary equipment amounting to an estimated \$146,560, for a total of \$334,000; other units to be constructed include truck ports, utility rooms and workshops at an estimated cost of \$280,000; yard construction (including sewers, lines, paving, etc.) at an estimated cost of \$170,000; truck ports and alterations to existing buildings in present maintenance yards, at an estimated cost of \$285,000. Architectural and engineering fees, inspection and other technical services amounting to 10 per cent of the preceding costs would amount to \$106,200. Also included is a 10 per cent contingency fund amounting to \$104,000, based on a \$1,069,000 construction cost. Miscellaneous items not included in the preceding figures amount to \$28,800, bringing the total bond issue up to \$1,300,000.

The department points out that there have been certain new duties

added, namely: Sewage treatment plant division, survey and inspection division, street tree division and radio control station. In addition to these new functions there has been the constantly increasing work load characteristic of normal city growth which has placed a greater burden on present facilities and will continue to result in a diminution of efficient operation. The original intention was to provide the necessary improvements annually in the city and county budget. It was the inability in the past few years to secure the necessary funds for the needed improvements through the budgetary process that now indicates the necessity for the proposed bond issue.

Estimates prepared by the controller indicate that ninety-two hundredths of a cent will be added by Proposition "F" to the tax rate for bond interest and redemption and for operation and maintenance for the first five years and ninety-four hundredths of a cent for the next ten years.

Proposition "G"

Appointment of Arboretum and Botanical Gardens Director

This amendment to Section 41 of the charter would permit the general manager of the Recreation and Park Department to appoint the director of the Strybing Arboretum and Botanical Gardens, subject to the approval of the Recreation and Park Commission, exempt from civil service requirements.

At the present time the manager has power to appoint the Superintendent of Recreation, the Superintendent of Parks, director of the zoo and an executive secretary on a non-civil service basis. The proponents of this measure, which include the Strybing Arboretum Society and the Recreation and Park Commission, have pointed out that it is their conviction that the best qualified person can be obtained for the arboretum and the botanical gardens on an appointive basis. The position is one which requires a specialized background in botany and horticulture.

The amendment was opposed by city employee groups which traditionally oppose exempting positions from civil service. They contend the position should be filled either by promotive or open civil service examination.

Costs of the city would be increased \$16,000 annually for salary and related costs, as estimated by the controller.

Proposition "H"

Retired Policemen and Firemen Paid as Expert Witnesses

Retired policemen and firemen would be permitted by this amendment of Section 163 of the charter to be paid as expert witnesses before courts, legislative or administrative bodies, in cases involving the city and county.

The measure is identical in intent to that which was passed last year

with reference to retired employees other than police and firemen. The thought is that the city and county should not be deprived of the knowledge of these former employees when it is in litigation or important hearings. The amendment specifies that the person would be an expert witness "for or on behalf of the City and County of San Francisco".

Proposition "H" represents a logical extension of the proposal approved in 1957 making it possible for the city and county to call upon the services of retired firemen and policemen as well as other retired employees.

Proposition "I"

Transferring Traffic Engineering to Public Works Department

Proposition "I" would transfer traffic engineering responsibility from the police department to the public works department. In 1949 the traffic engineering function was transferred from public works to the police department by a charter amendment which created a "Bureau of Traffic Engineering and Administration". The location and use of traffic control devices was included in the police powers by the earlier amendment. Engineering personnel was detailed from public works to the police traffic bureau.

According to the terms of the proposed amendment, after traffic engineering is transferred back to public works, the police department would review all proposed plans on traffic control devices proposed by the public works department and could make recommendations on the proposals. The police department in regulating traffic could have emergency use of temporary signs and devices. The traffic functions of public works under this measure would include cooperation with the police in traffic safety education, consideration of complaints concerning traffic devices or their absence, analysis of traffic, parking and accident data and traffic research and planning.

The transfer of the traffic engineering function to public works would put into effect one of the major recommendations made by the Automotive Safety Foundation following its survey of San Francisco street transportation.

Traffic engineering is generally acknowledged to be a specialized subject requiring trained personnel. The 1949 amendment which placed engineering under the police department was criticized at the time as an unsound move.

A minor change which the amendment would also accomplish is to place the traffic bureau under the chief of police. Under the present charter language the traffic bureau is under the police commission.

There has been some discussion of the possibility of increased cost to the city for traffic engineering. While it is true that the Automotive Safety Foundation recommended a large increase in traffic engineering personnel, this is not a part of the present amendment and would be considered in the normal budgetary process. The controller reports the amendment itself would not increase costs, but it would be the basis

for inauguration of a program of the Traffic Advisory Committee. This involves 36 new positions at a cost of \$229,500 plus related expenses of \$29,542 annually. Such costs would come from the Special Road Improvement Fund (gasoline taxes). For these added positions and expenses to be placed into effect, they would require the approval of the Director of Public Works, the Chief Administrative Officer, the Mayor and the Board of Supervisors.

Proposition "J"

Formula Adjustment of Retirement Allowances

A formula for adjusting retirement allowances in accord with changes in current salaries would be written into the charter by this proposition. The measure was sponsored by a group of retired employees who maintain that the city should increase its retirement payments to those retired as city and county salaries rise.

The idea incorporated in the amendment is novel. It would, in effect, give to pensioners one-fourth of future salary increases for those with 30 years service. The exact formula in the measure specifies that retirement allowances shall be adjusted 0.83 per cent of any decrease or increase in current salaries multiplied by the number of years service. Thus, a person with 30 years service would receive 25 per cent of future salary increases. The maximum increase possible for pensioners is limited to \$12.50 monthly in any one year.

Since any cost estimates would be based upon future unpredictable salary changes, the city actuary declined to make any cost statement on this measure. The controller said that future salaries are a matter of future legislative determinations.

The measure would apply to some 3,450 miscellaneous employees now retired and to all future retired employees other than police and firemen who are not included in the present amendment. The San Francisco Municipal Conference attempted to limit the group who would be covered by this amendment by providing a cutoff date or to have it cease with the beginning of social security for city employees. This request was voted down by a majority of the supervisors.

Shortcomings of this measure include the fact that it could set a precedent which would bring the policemen and firemen to request the same adjustments, that it includes persons retiring on higher retirement allowances at present and in the future and the likelihood that such tinkering adjustments will be unnecessary if city employees come under social security with greater benefits.

The Municipal Conference is opposed to Proposition "J".

Proposition "K"

Seven Paid Holidays for Municipal Railway Operators

Municipal Railway bus and streetcar operators would be granted seven holidays with pay under the terms of this measure. At the present

time these employees are paid time and a half their regular rate if they work on six specified holidays. If they do not work on these six days they receive no pay. Proposition "K" would provide that employees who work on the seven holidays would receive regular pay for the day worked plus eight hours pay for the holiday. If his regular work scheduled is less than eight hours he would be compensated on the basis of the hours in his work schedule.

A number of restrictive provisions were inserted in this amendment during the time it was being considered in the Judiciary Committee. To be paid holiday pay the specified holiday would have to fall during the employee's regularly scheduled work week. No holidays would be paid for those falling during a vacation period. It would be discretionary with the railway manager as to whether an employee would get holiday compensation if he had not worked his scheduled time preceding or following the holiday.

Holiday practices on ten of the largest transit systems in the country were surveyed by the civil service commission. The average number of holidays for these ten was seven. With minor differences, it could be said that holidays in these other cities are granted on substantially the same terms as proposed by this amendment.

The Public Utilities Commission has passed a resolution opposing this holiday pay measure. They state in their resolution that present wages and fringe benefits of the Municipal Railway are quite favorable "and in most instances better than those of other operating properties in the United States". The majority of the commission also felt that the local system is under a severe burden because of the five day week which became effective in July. They also mentioned the heavy deficit of the railway and that this amendment would only add to it.

The Controller reported the annual cost of Proposition "K" as \$135,197, equal to one cent in the tax rate on the current assessment roll.

Proposition "L"

Utilities Commission Power to Lease Land

This amendment would provide specifically that the public utilities would have exclusive power to lease property not required for departmental purposes. Although there has been interpretation to the effect that the commission now has this authority, Proposition "L" has been presented to clarify the matter. There is one school of thought that believes the present charter language requires the board of supervisors to approve leases which are made by the utilities commission. This, in fact, has been the recent practice.

Certain leases have been submitted to the supervisors by the utilities commission and the finance committee has taken exception to some of the terms. In the process of revising the terms it is considered that the city secured better terms. However, the process itself is time-consuming

and the private interests might become discouraged with the arrangement of negotiating with two governmental bodies. Delays could cause the companies involved to change their plans and lease elsewhere.

The effect of Proposition "L" would be to eliminate the supervisors' consideration of leases made by the utilities commission. In favor of such clearcut authority is the argument that the companies would be negotiating with only one body, the commission which administers the city and county utilities. Also in favor of the measure is the possibility that the supervisors involvement in the terms of the leases might be construed as interference in administrative affairs. In opposition to giving the utilities commission full authority over leases is the fact that the finance committee, acting as elected representatives of the people, have found shortcomings in the proposed leases and have forced revision.

Proposition "M"

Power of Supervisors to Extend Lease Periods

Section 93.1 would be added to the charter under this proposal to give the supervisors power to provide lease terms longer than the 20 and 40 year maximums now specified in Section 93. The 20 year maximum term now applies to city and county property not necessary for the operation of the departments and the 40 year maximum is a special provision applicable to the airport.

The purpose of this proposition is to empower the supervisors to provide a longer lease term by ordinance where the city can get a greater return from its idle land in this manner. An example would be a long term lease of city land which might be useable for industrial purposes. An opposing point of view would be that such idle lands, if not usable by the city and county, should be sold and placed on the tax rolls under private ownership.

Proposition "N"

Basis of Social Security for City and County Employees

This amendment would provide a basis of modifying benefits of the local retirement system if city and county employees vote in a referendum to have federal social security coverage. It would place in the charter provision that employees retiring with social security coverage would have their city benefits reduced by one-half of the social security primary benefit. The primary benefit is the amount paid to the covered worker, aside from survivor and dependent benefits. An attractive feature of this plan is that the employee would be eligible for greater benefits under the combined system, despite the city reduction in its allowances. A further attraction is that the plan would provide immediate savings to the city retirement system.

While there are figures available from the official actuarial report which was submitted, the estimates do not have a great deal of meaning. This is true because it is likely that in the subsequent elections the employees will prefer an optional system in which individual employees can go under social security or remain out. On that basis there will be fewer employees covered and the actual figures would vary from the estimates. The data in the actuarial report, which assumed that all employees would be under social security, showed that there would be an immediate saving of \$1,314,000 a year to the retirement system under the 50 per cent offset plan. On an ultimate basis, which would be when all present employees are replaced, there would be an estimated increased in the city cost of \$338,000.

The amendments to the social security act which have been signed into law have actually made obsolete the data in the actuarial report. The benefits have been raised and the schedule of social security tax increases has been revised.

It must also be noted that Proposition "N" allows the supervisors to make the social security coverage retroactive to January 1956. This would be necessary to provide a maximum benefit for city employees who have not been covered. The estimated maximum cost to the city of four years retroactive social security taxes would be \$3,700,000. It would be possible to finance this by payment from the city's reserves which would be made up by the savings indicated above.

Four benefits which will be important to employees if Proposition "N" is approved and they obtain social security are as follows: First, they will not have their city pension allowance offset for social security covered employment outside city service. This would mean that an employee with 20 years employment in private industry and 20 years with the city would have only a 25 per cent reduction in his city allowance instead of 50 per cent. Second, any increase in social security benefits after the person retires would go to him without any offset reduction by the city in its allowance. Third, the important survivors and dependents benefits of social security will be available to the employees. Fourth, the employee who enters and leaves the city service would carry his social security coverage with him.

The entire question of social security for local employees has been a difficult one. The employee groups have said that the employees want social security for several years. However, until now they have wanted it on bases which are very costly. Proposition "N" was worked out jointly by the judiciary committee, city employee groups and taxpayer organization representatives. It is considered to be a measure which provides a desirable coverage to local employees on an economical basis. It should serve the city well in its recruiting by bringing in those persons who are now reluctant to give up social security coverage.

Proposition "O"

Liberalization of Police Pension System

Four important changes would be made in the police retirement system by Proposition "O". The basic and most costly revision would be the provision for retirement after 25 years service regardless of age. The present limitation is retirement after 30 years service regardless of age and after 25 years at age 55. The second change would provide an option by the survivors of a policeman of causes not related to the performance of his duties to receive payments equal to the maximum payable under federal social security to survivors. The third change proposed would place the amount of the death benefit for death after retirement in the hands of the board of supervisors and would, presumably, mean an increase from \$500 to the \$750 received by other employees. The fourth revision would change the contribution rates of employees from a rate dependent upon age at entrance to service to a flat eight per cent.

The annual cost to the city and county, as reported in the official actuarial report, would be \$1,192,719 per year for these four pension system changes.

The proponents of these liberalizing features state that policemen have the 25 year retirement without regard to age in other cities such as Los Angeles and Oakland. They would also like to have the social security survivors benefits and point out that they are not eligible for social security. The present provision in the case of a policeman who dies before retirement of non-service causes is that the widow or survivor receives six months salary and his accumulated contributions to the retirement system with interest. Proposition "O" would continue this benefit but would add the social security equivalent as an option. The flat eight per cent contribution would raise the amount paid to the city by a negligible amount estimated at a few thousand dollars a year.

Several arguments against Proposition "O" have been presented. The earlier retirement possible with the 25 year provision could cause the department to lose men in their forties when they are experienced and most valuable. It is also likely that if men left at earlier ages that the recruiting problem would be made more difficult. The case against granting the social security survivors benefits is that the policemen would receive this at the taxpayers' expense while those under social security contribute. The police also state that they are excluded from federal social security, but it is reported that they have opposed revisions for their inclusion. In some states policemen are eligible for social security under an exception from the federal government's provision excluding them.

A further argument against this measure is the tremendous cost of the changes proposed. The police retirement plan is now costing the

city and county \$3,198,739 for the 1958-59 fiscal year. It is considered to be an adequate system without the most costly features proposed in Proposition "O".

The San Francisco Municipal Conference has recommended a "NO" vote on "O".

Proposition "P"

Liberalization of Firemen's Pension System

Proposition "P" proposes two revisions in the retirement plan applicable to city and county firemen. The first would grant to the widow of a fireman who dies after three years service but before retirement of causes not connected with duty two additional options, (1) a continuance of one-third salary, or (2) the equivalent of social security survivors benefits. At present the widow is allowed six months salary and the contributions to the pension system plus interest. The second change involved in this measure is an increase in retirement allowances for 72 retired firemen or their survivors. The 1957 fire department salary levels would be used as the basis for the increase.

The actuarial report showed that the total cost for present members of the department for the first change would be \$987,236 which the city and county would pay in annual installments of \$72,612. The increase in benefits for those retired would cost \$764,265 and the first year's payment would be \$56,170. All of these costs would be at the taxpayers' expense. There would be no increase in fire department employees' contributions.

Advanced in favor of the amendment is the point that firemen want survivors benefits for deaths from natural causes or accident but they are not eligible for federal social security.

As in Proposition "O", the same argument against survivors benefits, the cost of which would be paid entirely by the city and county, applies. Firemen have not indicated they want federal social security, but they are seeking these benefits on a non-contributory basis.

With regard to the second phase of the amendment increasing benefits of 72 retired persons, the records show that these allowances now average \$286 monthly for 54 disability cases and \$379 for 18 survivors of firemen who died of causes related to duty. These averages would be raised to \$366 for the disability cases and \$490 for the death cases by this amendment.

The San Francisco Municipal Conference is opposed to Proposition "P".

The City

A PUBLICATION DEVOTED TO REPORTING CIVIC AFFAIRS

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OCTOBER 15, 1959

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San Francisco Propositions on the November 3, 1959 Ballot

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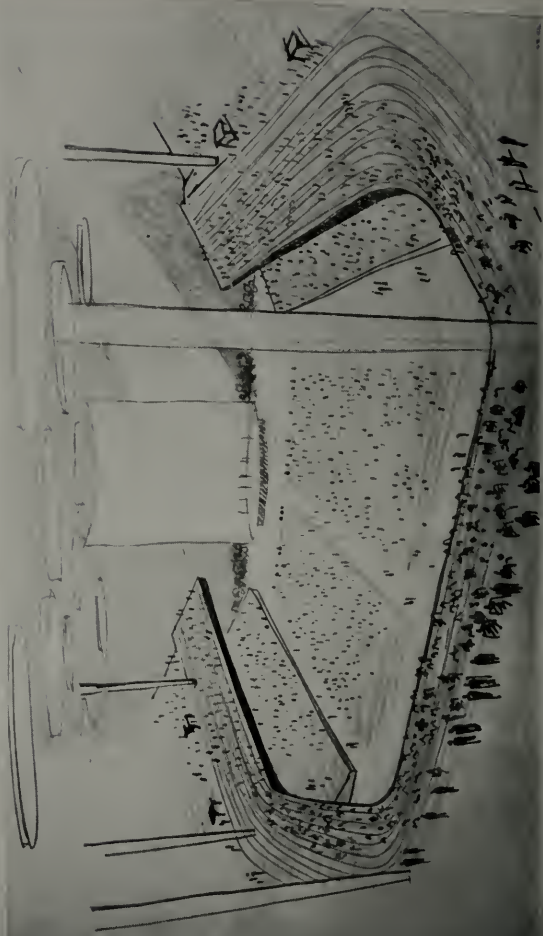
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ARCHITECT'S DRAWING OF GRAND ARENA WITH CIRCULAR STAGE, ACOUSTICAL
CEILING, SCIENTIFIC LIGHTING AND MOBILE SEAT BANKS ON MAIN FLOOR

Proposition "A"

\$7,575,000 Civic Auditorium Improvement Bonds

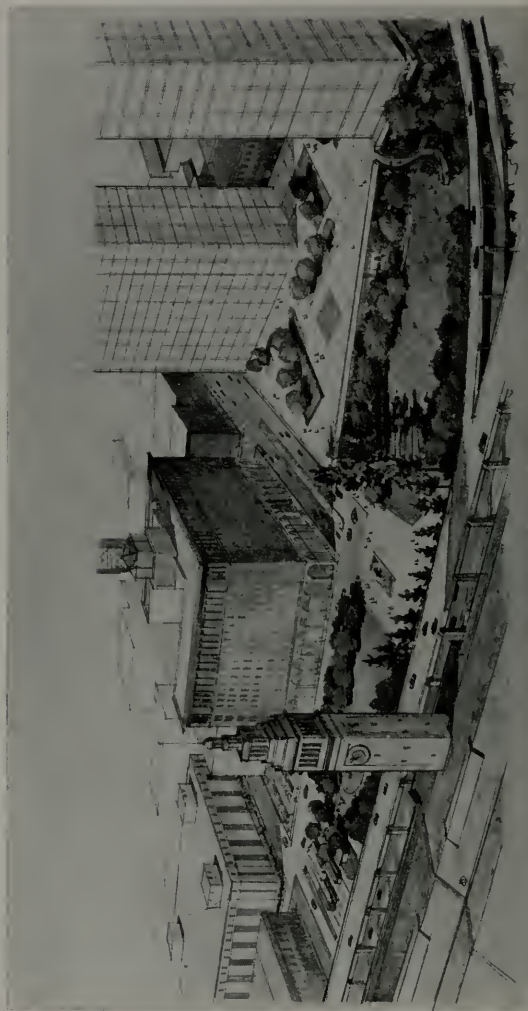
A comprehensive modernization of the Civic Auditorium would be financed with the proceeds of this \$7,575,000 bond issue. Among the most important improvements would be the installation of escalators, the conversion of upper floors into sixty meeting rooms, new acoustical treatment and plate glass windows opening onto the Civic Center Plaza.

Construction of the Civic Auditorium was completed in 1914. The age of the building and its deteriorated condition explain much of the need for the bond funds at this time. A major portion of the money will be used for replacement of plumbing and wiring. If the bond issue is not approved by a two-thirds vote, these repairs and deferred maintenance will have to be financed from annual budget appropriations.

The basis of the bond proposal is a report prepared in 1958, "Convention Facility Needs in San Francisco." This report was originally requested to determine the extent and feasibility of restoration. Because of the excellent location of the auditorium, its use in conjunction with Brooks Hall and the availability of parking with the completion of the underground garage the indications were that the building could serve the public in a more efficient manner than it does presently. The report recommended the removal of city offices from the building, the restoration of the large halls, the auditorium and the upper floor spaces. The immediate need for more flexible and suitable meeting room space was emphasized. It followed that modernization of mechanical, electrical and plumbing facilities and improvement of vertical transportation must also be accomplished.

The conversion of the third and fourth floor offices with a complete reconstruction into flexible meeting rooms properly treated acoustically is a change which will make it possible to attract the meetings of learned, scientific and technical societies. The large side halls, Polk and Larkin, each with a seating capacity of 1,200, will be equipped with sound-proof partitions so that each hall could be divided into three rooms of 400 capacity or two rooms with 400 and 800 capacity.

The reconstruction of the rehabilitated auditorium would be scheduled for completion at the end of 1964. On projects of this type time is required for appropriations, preliminary and working drawings and specifications, bidding, assembling materials and actual construction. The time is extended in the case of the auditorium because of conventions and special events already booked and other conventions which may be scheduled. This will take an estimated 300 days out of the time



ARCHITECT'S CONCEPTION OF COMPLETED FERRY PARK

the contractor would have for construction on an uninterrupted basis. These interruptions in construction progress have increased the cost but this is expected to be offset by rentals received. The total cost of the project was increased \$250,000 by the estimated four per cent increase in construction costs in the past year.

Bond amortization on the \$7,575,000 in bonds is reported by the controller to require an average amount of \$646,400 over 15 years. This amount is equal to four and six tenths cents in the tax rate on the current assessment roll.

Three points in favor of this bond issue proposal are: first, much of the work planned for this 1914 building is deferred maintenance and repairs which must be done if the building is to be continued in use; second, convention facilities are on a competitive basis with other cities and have to be modern and attractive; and, finally, convention business is of growing importance to the economic welfare of the community.

Proposition "B"

\$2,970,000 Ferry Park Bonds

Proposition "B" would provide bond funds for the acquisition and construction of a four and a half acre plaza park at the foot of Market Street opposite the Ferry Building. The largest portion of the bond funds would be for land acquisition amounting to \$2,155,000. A change in the plan from last year would be to include some recreational facilities in the park design. This would be to conform with requirements of the federal government for redevelopment of the Golden Gateway. Involved in this is the elimination of some large trees and some paving and the substitution of recreation facilities.

One acre of paved Embarcadero land which is proposed for the park belongs to the Port Authority. Three and a half acres are within the City and County of San Francisco. The bond financing includes money for the development of the acre under the control of the Port Authority. The amount required for development of this acre into a park (removal of rubble, paving, benches, lighting and landscaping) is \$92,000.

Relocation of the Municipal Railway bus terminal will be necessary as the terminal is now in the proposed park area. The cost of this removal of railway facilities would be \$128,000 and is a part of the bond issue. The bus terminal would be relocated south of the park and north of Mission Street.

The most significant aspect of the Ferry Park proposal is its relationship to the redevelopment of Area E, the Golden Gateway

project. This is described as a \$150,000,000 redevelopment program covering 17 blocks in what is known as the produce market area. The federal government has made clear its position that federal redevelopment funds for two important blocks will not be available until funds for acquiring and developing the park are established. The funds involved are \$1,500,000 in capital grants and \$4,000,000 in federal loans. A letter to the Redevelopment Agency from the Housing and Home Finance Agency last March states:

"No Federal funds shall be made available to your Agency for land acquisition activities in Blocks 233 and 234 (adjoining the proposed Ferry Park) until the Ferry Park Bond issue has been voted on favorably by the electorate or other satisfactory means have been established for acquiring and developing the Park area."

Tax revenues from the area involved in the Golden Gateway and Ferry Park projects will show large increases if the Park is brought into being and the office, apartment and parking facilities of the Gateway are constructed. In general the foot of Market Street is occupied by old deteriorated buildings. The same is true in the produce district.

The controller reports that bond amortization on a 15 year basis would cost an estimated \$253,440 annually and that park maintenance cost would be \$49,000 a year. These two amounts combined would be equivalent to 2.2 cents in the tax rate.

Proposition "C"

\$1,800,000 Palace of Fine Arts Bonds

This \$1,800,000 bond issue would be used to provide the balance of the funds necessary for the exterior and interior reconstruction of the Palace of Fine Arts. The total cost of this rehabilitation would be \$5,800,000 with \$2,000,000 in a state grant, \$2,000,000 from a private gift of Walter S. Johnson and \$1,800,000 from city and county bonds. The \$4,000,000 already committed would be used for rebuilding the structure and refinishing the exterior. The \$1,800,000 in bond money would be applied mainly to making the interior functional with exhibit space, theaters and offices.

Preliminary architectural plans and cost estimates were prepared by two private architects. The Recreation and Park Department reviewed these plans and brought the costs up to date. The Recreation and Park Commission approved submission of a \$3,800,000 bond issue in May this year. After the announcement of Mr. Johnson's gift the bond issue was reduced to the present amount.

The Palace of Fine Arts was a major attraction at the 1915 Panama-Pacific International Exposition. The main building housed works of

art from all parts of the world. The crescent-shaped main building covers 130,000 square feet and was built with a steel frame, steel truss roof and cement walls. The colonnades and the rotunda were constructed of wood and composition and are now crumbling ruins. The architect for the palace building was Bernard Maybeck and the structure has been retained over these many years because of the lasting beauty of its design.

The proponents of the city and county bond issue want to make the palace a useful, income-producing asset. The Palace of Fine Arts League has estimated that the annual income of the interior facilities would be \$199,680. The controller reports that in his opinion the annual operating and maintenance costs would be \$193,000. The income would be from rental of the exhibit hall, the lobby, offices and meeting rooms, the music hall and the little theater.

One of the handicaps which would have faced the rehabilitated palace was the inadequate parking area in its immediate vicinity. The offer of the Army of 3.8 acres of adjoining Presidio land should solve this problem.

A breakdown of the cost of reconstructing the palace is as follows: the rehabilitation of the rotunda, colonnade and main building would be \$4,002,820; the cost of interior work (including electrical, mechanical and equipment) would be \$1,595,000. To these figures, which were projected in 1958, has been added \$200,000 for the increased cost of labor and materials for a total cost of \$5,797,820.

Amortization of the \$1,800,000 in bonds over a 15 year period would require an average payment of \$153,600 a year, according to the controller's cost estimate. This \$153,600 is equal to one and one-tenth cents in the tax rate.

Proposition "D"

Art Commission Quorum

A simple change in the number of members of the Art Commission who would constitute a quorum for official business is embodied in this charter amendment. The present requirement of attendance by nine members would be reduced to six.

The reason for the change is that the membership of the commission comprises ten regular members and six ex-officio members. As the ex-officio members do not attend regularly it is difficult to meet the quorum requirement of nine. The ex-officio members are the mayor and the presidents of five commissions: public library, recreation and park, city planning, de Young museum and the Legion of Honor.

If this proposal is approved, six of the regular members would be sufficient for a quorum and the expected result is that the business of the commission can then be transacted more expediently.

Proposition "E"

Filing of Claims Against the City and County

This proposed amendment would require that claims against the city and county be filed in accordance with state law. Present charter language which prescribes the method and time of filing claims would be deleted from the charter.

The 1959 session of the state legislature approved legislation which would change the time period allowed for filing damage claims to a uniform 100 days. Currently the charter deadline is sixty days for municipal cases and ninety days for cases of general interest covered by state regulation. The new state law is in conflict with the San Francisco charter which allows sixty days for filing claims. To cover the period from the effective date of the state law in September until this amendment is ratified early next year the measure provides that claims filed substantially in compliance with state law will be accepted.

Proposition "E" represents a technical change in charter language to conform to state law. While there is a question of the state's authority to pass legislation which supersedes charter provisions, it appears that the correct approach is to revise the charter to follow the state law. The uniform law is considered to have definite advantages as it eliminates the question of whether the 60 or 90 day deadline applies in particular cases. It would also be advantageous to claimants and attorneys outside San Francisco who are not familiar with the local charter and its filing requirements.

Proposition "F"

Salary Standardization for Public Administrator's Attorney

Proposition "F" would place the fixing of the salary of the attorney appointed by the public administrator under salary standardization procedure. At the present time the salary of this employee is set at \$8,000 in the charter. This \$8,000 rate has applied to this position since 1932 when the charter became effective. Under salary standardization the salary would be determined in accord with salaries of similar positions.

Two assistant attorneys in the Public Administrator's office whose salaries are under standardization now have higher maximum salary ranges than the attorney for the public administrator. One maximum is \$985 per month and the other is \$720; this compares with \$666.66 for the subject position. Although it is impossible to say what salary would be established for the position under standardization it is likely that there would be a substantial increase over the present amount.

There are two points which would favor the changes proposed by this amendment. The comparative salaries given above show that the \$8,000 figure is outdated and should be raised. The workload and importance of the office have increased since 1932; the workload is said to be up 300 to 400 per cent, the fees and commissions collected increased from \$58,012 in 1939-40 to \$208,764 in 1956-57.

Proposition "G" **Conflict of Interest**

A change in the definition of what constitutes conflict of interest on the part of a supervisor, officer or employee would be made by this measure which would add Section 222.1 to the charter. The present Section 222, which is titled "Prohibited Practices of Officers and Employees" is considered to be so limiting in its language of what constitutes a conflicting interest that it eliminates many qualified persons from consideration for city and county offices.

The stringent provisions now in the charter state flatly that no officer, employee or supervisor shall have an interest, direct or indirect, in any contract, work, or business, or the sales of any article which is paid for from the city treasury. Instances have arisen where a commission member may have shares of stock in a large corporation which is dealing with the city and there is a question of conflict of interest. In another case a prospective appointee could not accept because of the property interest of a client of his legal firm. To alleviate this situation Proposition "G" proposes to allow officials to have a "remote interest." In the case of stocks this would be less than five per cent of the shares of a company. Similarly, an attorney or a landlord of a contracting party would be considered to have a remote interest and would not be in conflict.

The proposed amendment also contains language which would continue to prohibit the influencing of a contract award, work or sale which is to be paid from the city treasury.

The provisions of Section 222.1 which is presented to modify the too restrictive interpretation of charter section 222 are substantially in accord with the state law in the government code. The purpose of the amendment is to permit the city and county to avail itself of the services of able men and women of integrity without the present necessity of making hairline decisions on the existence of possible conflicts of private and public interest.

Proposition "H" **Relocation of Produce Market**

This amendment would make it possible to relocate the produce market and its related food processing firms on a basis not now permissible under the charter. The plan is to move the produce market as part of the redevelopment of the Golden Gateway Project. In order to effect such a large scale move it is felt that the city and county should obtain a satisfactory site and make it available to the produce merchants. The site which is under consideration is 90 acres of federal property in the Islais Creek section. This was formerly used by the Marine Corps. The board of supervisors has passed a resolution peti-

tioning the federal government to convey this land to the city and county.

The important phase of this amendment is that the supervisors could purchase, lease or exchange such property to provide land for a municipal market. Under the terms of this amendment this could be done with or without bidding. There would be public notice and public hearings before any such sale, lease or exchange could be negotiated. It is considered necessary to make an exception for the transferring of the produce market because under competitive bidding there would be no assurance that the produce merchants would be the highest bidders.

Some of the language of the measure is worth quoting to give an idea of the objectives. Produce and related food processing establishments would be relocated "in order to promote, foster and encourage the intelligent and orderly marketing of such products through co-operation; to eliminate speculation and waste; to make the distribution of such products between producer and consumer as directly as can feasibly be done; and to establish a market for such products in the interest of the people of San Francisco."

Proposition "H" should be viewed in the same perspective as the bond issue for the Ferry Park in that both are related to the redevelopment of the produce area into a complex of office buildings, parking and apartment buildings. It is generally agreed that the produce operation in its present location is undesirable from the standpoints of cost, sanitation, traffic congestion and uneconomic use of the land. This proposed amendment offers a means, and perhaps the only means, by which the city and county can provide a site for a new produce market which would be acceptable to the merchants.

Proposition "I"

Employees' Vacations

Two relatively minor changes would be made in the vacation benefits of city and county employees by this proposed amendment. Holidays which occur during employees' vacations would not be considered a day of vacation time against the regular vacation allowance. Employees could elect not to take their entire vacation allowance in one year and accumulate vacation time up to 30 working days.

The prevailing practice in private employment in San Francisco is to grant an extra day's vacation for holidays falling during a vacation period. A Federated Employers report shows that 79 per cent of the firms in their salary survey allow an extra day for a holiday. Other public jurisdictions such as the City of Los Angeles and the County of Los Angeles allow an additional day of vacation for holidays falling during an employee's vacation. The carryover of accumulated vacation

time is not generally allowed in San Francisco private employment but is permitted in several public jurisdictions. Among these are the City of Los Angeles, Los Angeles School District, the State of California and the federal government.

At the present time the city and county vacation provisions create some administrative difficulties which would be alleviated by this amendment. Because holidays occurring during vacations are lost to them the employees attempt to schedule vacations which avoid holidays. Also, because vacation time must be taken during a particular year and cannot be carried over employees may sometimes be absent at the time of the heaviest work load. On the other hand, there is some opposition to the lengthy absence from work which vacation accumulation would permit.

The controller has reported that, in his opinion, Proposition "I" should not affect the cost of government. This is based upon a continuation of the present budget policy on vacations and historical practices under the charter and ordinances. It assumes that there will be no additional funds required for vacation replacements due to the allowance of holidays or during the extended time that an employee may be absent with the accumulation provision.

Proposition "J"

Firemen's Pensions for Operating Engineers in Fire Department

This amendment would make available to operating engineers employed in the fire department membership in the firemen's pension plan. There are 18 positions of operating engineer in the department. These men work in the two pumping plants which the department maintains as a source of water for firefighting. The principal argument they have given for firemen's pension coverage is that they are on standby call to go to these pumping plants on fourth or greater alarms. Another point which they have made is that other employees of the department such as marine crews of the fireboat and hydrantmen-gatemmen are covered by the firemen's plan and they believe they are entitled to the same coverage.

During the discussion of this measure in the board of supervisors a ranking officer of the fire department told the board in reply to a question that these employees would not be used to fight a fire as they are neither classified as firefighters nor trained in firefighting. The liberal benefits of the firemen's pension plan were established to protect the fireman and his family against injury or death resulting from the hazards of his duties. Because of this firemen enjoy earlier retirement than other employees, liberal disability retirement allowances

and continuation of full salary to the widow in case of death in line of duty. Any group expecting such pension coverage should be able to demonstrate considerable hazard in their occupation. There is little or no evidence to show that operating engineers are exposed to such hazard as to qualify them for firemen's pensions.

The San Francisco Municipal Conference has raised a number of points in opposition to this amendment. First is the fact that men are not at the scene of the fire or engaged in firefighting. Second is that this type of amendment would be a precedent for other employees to demand equal treatment. Third is the fact that these employees could have both federal social security and firemen's pension benefits; this is not true for firemen who are ineligible for social security.

The Civil Service Commission indicated it was opposed to this amendment when it was before the supervisors committee. The Commission felt that there is no valid reason to provide these special benefits for these employees. The Fire Commission is in favor of the amendment.

The voters are confronted with this kind of retirement benefit proposition at almost every election. The retirement system with the amendments voted in the past has become one of the most costly parts of local government. This year the taxpayers will contribute almost \$14,000,000 toward employment retirement. Before piecemeal benefit schemes such as Proposition "J" are submitted to the voters or approved it would appear that a more careful study of the entire retirement system, its benefits and costs, would be in order. Approval of this type amendment, regardless of merit or lack of it, is almost certain to create other demands for amendments which could have been reviewed in the first instance.

The cost of Proposition "J", as reported in the actuarial report and by the controller, would be \$56,700 per year based on 16 of the 18 positions which were filled at the time the study was made. This is equivalent to four-tenths of one cent in the tax rate on the current assessment roll.

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The City

A PUBLICATION DEVOTED TO REPORTING CIVIC AFFAIRS

39

OCTOBER 19, 1961

No. 1

San Francisco Propositions on the November 7, 1961 Ballot

San Francisco Bureau of Governmental Research

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Proposition "A"

Municipal Water System Bonds — \$115,000,000

Two major accomplishments would be made possible by the approval of this bond issue, the largest in San Francisco's history. First, additional aqueduct and local storage to increase delivery capacity to 300,000,000 gallons daily. Second, additional water storage in the mountains to provide a dependable water supply of 400,000,000 gallons a day. The first is expected to meet water demands until 1985 while the second would be sufficient mountain storage for Bay Area needs until the year 2015.

This bond proposal is a continuation of a historical development of the city and county's water and power facilities dating back to the early 1900's. San Francisco's state water rights go back to 1901 and the Raker Act of 1913 provided rights to build its facilities on national park and forest land in the Sierra Nevada mountains. Water rights to the extent of 400,000,000 gallons daily were involved. The aqueduct which carries water from the Tuolumne River at Early Intake to the Oakdale Portal (the western terminal of the Foothill Tunnel) was constructed at the 400,000,000 gallon a day capacity. As the demand for water has increased the capacity of the rest of the system has been raised in stages.

The mountain or Hetch Hetchy water system provided its first water for the Bay Area in 1934. San Francisco had authorized bonds totaling \$89,600,000 for the construction of the water project before any water reached the city. The total capital investment committed for the water and power system now amounts to \$277,000,000 and over \$400,000,000 including interest payments. The taxpayers have paid \$37,200,000 for bond interest, redemption and other costs. Both the water and power facilities have been self-sustaining since 1934.

The major components of the system are: O'Shaughnessy Dam; Cherry Valley Dam; Eleanor Dam; Moccasin Power Plant; Cherry Power Plant; five storage reservoirs, Calaveras, Crystal Springs, San Andreas, Pilarcitos and Lake Merced; thirteen distributing reservoirs in San Francisco; sixty-six miles of tunnels; seventy-one miles of pipelines from Early Intake to Crystal Springs and 1,115.8 miles of distribution mains in San Francisco.

Increasing demand for water in the Bay Area communities is the key to the presently proposed bond issue. Consumption has increased from an average of 52 million gallons daily in 1930 to an average of 168 million gallons a day in 1959-60. This is close to the 180,000,000 gallons a day safe sustained capacity of the present system. According to the demand curve projected by the utilities engineers, consumption will reach the present system capacity in 1963. This places a note of urgency on the building of new pipelines which make up part of the bond issue.

SAN FRANCISCO BUREAU OF GOVERNMENTAL RESEARCH

The program is divided into eight major projects, with anticipated beginning and completion dates as follows:

ITEM	PROJECT
------	---------

- | | |
|---|---|
| 1 | San Joaquin
Pipeline No. 3 Begin: 1962 Complete: 1968 Cost: \$22,000,000
Hetch Hetchy water is brought across the San Joaquin Valley in two pipelines. Each has been operating at full capacity for the past two years. The proposed new pipeline, to be built on the existing right of way, will increase the aqueduct's capacity to about 295,000,000 gallons per day. |
| 2 | New Don Pedro Dam Begin: 1962 Complete: 1966 Cost: \$45,000,000
San Francisco would participate in the construction of the new Don Pedro Dam with the Modesto and Turlock Irrigation Districts and the U. S. Army Corps of Engineers. The dam would be on the Tuolumne River about 1.5 miles downstream from the existing Don Pedro Dam built to a size and elevation sufficient to impound 2,030,000 acre-feet of water. |
| 3 | Day Division
Pipeline No. 4 Begin: 1962 Complete: 1968 Cost: \$22,500,000
Water from Hetch Hetchy and East Bay sources is brought across the lower San Francisco Bay in three pipelines regularly used to their maximum carrying capacity. Construction of a fourth pipeline is proposed paralleling Bay Division Pipeline No. 3. |
| 4 | San Antonio Dam Begin: 1961 Complete: 1964 Cost: \$6,500,000
This proposal is for a dam in Alameda County to catch and store San Antonio Creek water, as well as to provide additional local storage for water from Hetch Hetchy and other sources, and to provide a pipeline from this reservoir to the main aqueduct transmission line. |
| 5 | Bay Division Lines to Crystal Springs
Line Connection Begin: 1967 Complete: 1970 Cost: \$10,000,000
Construction of an aqueduct connecting the Bay Crossing pipelines to the Crystal Springs pipelines which would by-pass Crystal Springs Reservoir and permit the delivery of Hetch Hetchy water directly to customers. |
| 6 | Crystal Springs to San Andreas Aqueduct
Improvements Begin: 1963 Complete: 1964 Cost: \$2,700,000
Construction of a steel pipeline, about 30,000 feet long, and pump station additions. |
| 7 | Crystal Springs
Pipeline No. 3 Begin: 1964 Complete: 1965 Cost: \$3,300,000
Construction of a 38,000-foot-long pipeline from Crystal Springs north towards San Francisco to increase delivery of water to northern San Mateo County and to San Francisco. |
| 8 | Balboa Reservoir Begin: 1965 Complete: 1966 Cost: \$3,000,000
Construction of one basin of Balboa Reservoir in San Francisco with a capacity of 75,000,000 gallons of water which will increase the water storage capacity and provide a new pressure district for improved service. |

The program is stated to be designed to meet estimated future increases in water consumption on a progressive basis. The anticipated demand by 1985 will be 300 million gallons daily and facilities derived from this bond issue will enlarge capacity to match that demand. Beyond 1985 the construction of additional aqueduct capacity will be necessary to raise capacity to the 400 million gallon daily level to meet demand to the year 2015.

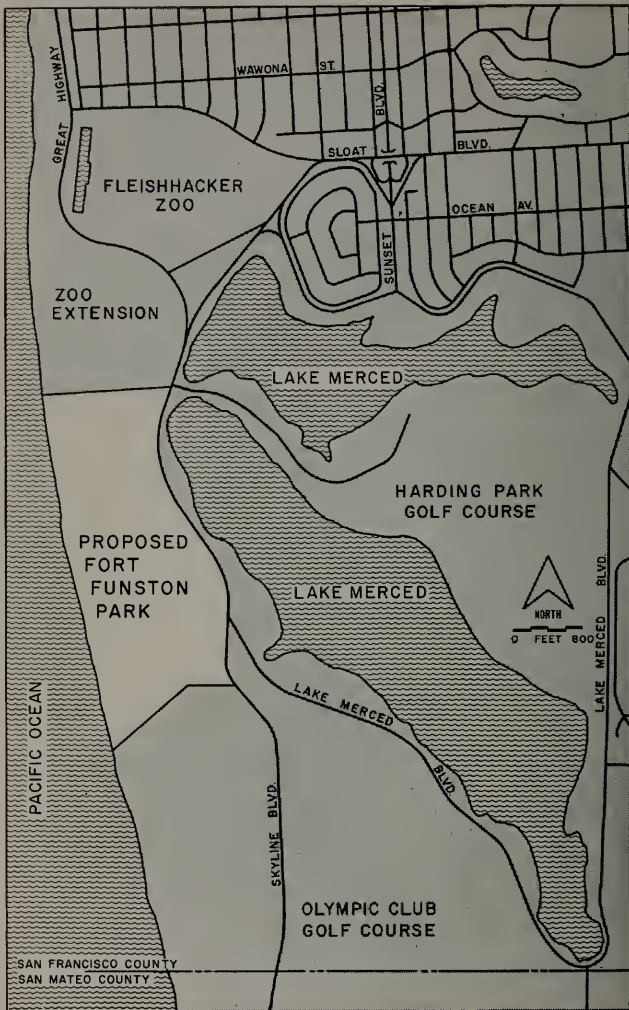
With regard to the market for water, much of the future increase will come from the suburbs. In 1959-60 about 90 million gallons a day were delivered in San Francisco compared to 78 million gallons daily consumed in San Mateo, Santa Clara and Alameda Counties. Some of the facilities in the bond program are to meet this growth so that eventually suburban demand will equal that in the city and county. So that sufficient revenues will be assured from these areas the utilities commission is entering into long-term contracts of at least 20 years with these communities. These contracts will cover the period when the major redemptions are being made on the bonds.

Public utilities estimates show that the gross revenues of the system will rise from the current twenty-five million dollar level to thirty-six million dollars a year by 1981. The revenue dollar, averaged over 20 years would be broken down as follows: 60 cents for budget; 14 cents for previous bonds; 19.6 cents for Proposition "A" bonds and 6.4 cents for possible reductions in rates.

The controller reported in his cost estimate that, in his opinion, the debt service on the \$115,000,000 bond issue will be paid from water and power revenues. Thus it would not affect the property tax rate. The total debt service requirement would amount to \$161,200,000, including \$46,200,000 in interest. The controller estimated that the average amount required to pay the debt service would be \$5,758,000 annually for 28 years.

This proposed bond issue is for general obligation bonds and will require approval of two-thirds of those voting on it for passage. As it is a water supply proposal it is exempt from the bonding capacity limitation in the charter. Therefore, its approval will have no effect on the city and county debt limit.

Proposition "A" has widespread support in the community. The San Francisco Municipal Conference, representing nine important business organizations, has endorsed the proposal.



MAP OF SOUTHWEST CORNER OF SAN FRANCISCO SHOWING
LOCATION OF FORT FUNSTON PROPERTY

Proposition "B"

Fort Funston Bonds — \$1,100,000

Proceeds of this issue would be used to purchase 116.9 surplus federal acres on San Francisco's southwest ocean front. It is expected that later the State Park Commission will purchase the land from the city and make it a state park. The decision of the city to propose purchase of this property followed a study by the Planning Commission of alternate uses which might be feasible. The Recreation and Park Commission approved the acquisition and obtained submission of this bond issue by the supervisors.

As can be seen on the map, the property involved in the bond issue is a rectangular parcel which is about 1,300 feet wide and extends for three-quarters of a mile north and south along Skyline Boulevard. In 1950 San Francisco acquired fifty acres at the northern end of the fort. Seven acres were leased by the city and county for a new National Guard armory in 1953. A 1958 plan proposes expansion of the zoological garden into the remaining acreage acquired in 1950. The southerly end of Fort Funston has been kept by the Army and is now a missile base. The 116 acres between the Army base and the zoo extension is the property which has been declared surplus and would be the proposed park and recreational area.

The land available is almost completely undeveloped and unimproved. The terrain is rugged and has ridges with old dugouts and abandoned fortifications. The beach on the west is separated from the rest of the area by steep cliffs. Present plans point to a policy of leaving the property largely in its natural state.

The controller's report shows that bond interest and redemption for the \$1,100,000 would amount to \$93,866 over 15 years and that operation and maintenance would cost \$49,231 yearly. This \$143,097 annual cost would be equal to .965 of a cent in the tax rate. In addition, the one-time development cost of \$244,950 equals 1.652 in the tax rate. If the state later buys the land the city's cost basis would be changed accordingly.

Proponents of this bond issue feel that the city and county is being offered an opportunity to obtain a large park area at a price which represents half its value. In opposition there has been expression of the opinion that at least part of the property should be developed for residential use. The report of the City Planning Commission considered the necessity for development of public facilities with residential development.



ARCHITECT'S DRAWING OF PROPOSED PUBLIC WELFARE BUILDING

Proposition "C"

Public Welfare Bonds — \$3,282,000

This bond issue would be used for the construction of a welfare administration building in a central location to replace two separate facilities. The present administration building on Bush Street is a Class C building which is poorly located and in need of safety repairs. Additional space is used on Otis Street which was formerly the juvenile home. The proposed building would contain 102,288 square feet and would be located in the vicinity of Market Street and Van Ness Avenue. It is considered by officials that such a building would be adequate to meet space needs for the next twenty years. It will be built so that extra floor space could be added.

The welfare department has been growing rapidly with the changes in the statutes which enlarge old programs and introduce new aid categories. In the last twenty years the 43,791 square feet and 250 employees at Bush Street have grown to 67,534 square feet and 468 employees at the Bush and Otis Street offices. The most recent changes in state legislation added \$9,000,000 to the budget and 54 new employments.

It is not debatable that the present buildings used for welfare are poorly located, inefficient and, in the case of the Bush Street building, unsafe. The downtown location at Stockton and Bush Streets is not convenient for the personnel or the recipients. It is estimated that it will require \$185,000 to make the Bush Street property conform to codes if it is continued in use.

Some question has been raised concerning the entire welfare program and its rapid growth. Those expressing this point of view are hesitant to approve new facilities until there is a reexamination of the kinds and quantities of aid being offered. This is not a realistic attitude as the point at which program policies are determined is in the Congress and the State Legislature. Failing to provide the welfare department with adequate offices would not reduce the welfare expenses but increases cost because of inefficient operation.

According to the controller's data, this issue would require \$280,064 a year for debt service and additional net operating cost would be \$8,507 yearly. The cost of \$288, 571 annually would be equal to 1.946 cents in the tax rate but this sum would be reduced by any funds available from the state and federal governments. With current legislation the city and county would receive \$1,648,500 in state and federal grants for the building. A preliminary appraisal indicates that the Bush Street building could be sold for \$400,000. The annual cost of debt service, as estimated by the department, with deductions for state and federal funds and the sale of the Bush Street building, is \$143,497 annually. In addition, the department estimates that there will be annual savings of \$75,000 a year from centralized operations and the equivalent of \$50,000 a year in rental value of the space which would be vacated on Otis Street for other city departments.

Proposition "D"

Confirmation of Chief Administrative Officer Appointment

Future appointments to the office of Chief Administrative Officer would require the confirmation and approval of the board of supervisors if this amendment is passed. At the present time the mayor appoints the Chief Administrative Officer when a vacancy occurs. The term is indefinite with removal only for cause. Under the terms of this amendment the mayor would continue to make the appointment but the eleven member board would have to confirm it with a majority vote.

The reason presented for this amendment in the board of supervisors was that it would make the appointment of the chief administrative officer subject to confirmation as the appointment of controller is now. Another point was that the C.A.O. must work closely with the board and should be acceptable to its members. There was not unanimity of opinion on the submission of this measure and two supervisors voted against it. Their attitude was that the C.A.O. is the mayor's administrative head for many departments and the responsibility for appointment should be his solely and not shared. Some students of public administration have the view that making an office subject to confirmation may affect the caliber of the appointee by limiting the choice. Confirmation can become a veto power if a board chooses and the appointment then becomes one dictated by a majority of the board.

The position of chief administrative officer as established in San Francisco is unique among large cities in the United States. The indefinite term with removal only for cause and the absence of central budget control over all departments are notable differences. Confirmation or the lack of it are not crucial in the operation as presently constituted. A reexamination of the powers and duties of the office and the term of office, however, is indicated.

An amendment which proposed confirmation along with other changes was defeated by an overwhelming vote in 1954.

Proposition "E"

Reduction of Library Commission from Eleven to Seven Members in 1964

This amendment would reduce the size of the membership of the Library Commission from eleven to seven effective January 8, 1964. The last seven members to have received appointment on that date would comprise the commission.

The mayor sought this reduction in the number of library commissioners which had been recommended by a library consultant. The eleven member commission is larger than most other city and county

commissions, which number three, five and seven members. It is felt that a smaller body will perform as well or better than a large group, that any problems of having a quorum at meetings will be reduced and that seven members can provide adequate community representation.

Proposition "F"

Increased City Financial Support for the Employees' Health System

Taxpayers would assume the costs of two phases of the employees' health system under the terms of this amendment. First, the city would pay the administrative costs which are now paid by the employees. Second, the city would pay the difference in health service cost between the active and retired employee members. The present financial support of six cents in the tax rate (which amounts to \$861,000) would remain and be in addition to the two changes proposed. Based upon current data, the annual cost of the amendment would be \$616,744. Of this, \$596,044 would be from taxes and would be equal to 4.2 cents in the tax rate.

The employees health service was organized in 1937 and for over 20 years was operated and financed by the employees. In 1957 a charter amendment was approved which changed the board structure by providing public and official members in addition to employees and providing city and county support for the system. The support was on a graduated basis increasing to a limit of six cents in the tax rate which has now been reached. The system has 43,457 members including dependents whose cost is paid by the employees. There are 17,956 employed members and 3,304 retired. The budget for the system is \$3,500,000, of which \$861,000 comes from the city and county contribution.

Proposition "F" was submitted to the voters after the judiciary committee had before it three separate amendments. One would have placed administrative costs on the public, the second would have shifted the excess cost of retired employees to the city and the third contained both changes. The board submitted both changes with one supervisor dissenting. The administrative expenses, on the basis of current costs, would involve \$241,400 annually for the city. The additional expense for retired employees would cost approximately \$375,344 a year.

On a comparative basis with private employment and other public agencies it is difficult to evaluate fringe benefit proposals of this type. Most private companies with prepaid health insurance pay all costs of the plan. The benefits of these private plans are varied. It is reported to be a common practice to reduce coverage and benefits of retired employees. With respect to public agencies, the situation has changed since San Francisco authorized public support to its employees in 1957. The federal government and the State of California have adopted sub-

sidized plans. Many counties and municipalities are sharing the costs of health plans. According to available data, however, some large California cities and counties are not contributing public funds to health insurance.

Proposition "F" is opposed by the San Francisco Municipal Conference. It is supported by employee organizations. The Conference bases its opposition principally on the fact that the cost of the two aspects of the plan which would be shifted to public support can rise without limitation. Although the six cent tax limit remains in the charter, it would be in addition to these costs.

Proposition "G"

City Reimbursement for Employee's Damaged Property

Under this proposal the city would reimburse uniformed officers and employees in the police and fire departments, the sheriff's office and the municipal railway for the cost of repairing or replacing equipment, property or prostheses damaged in line of duty without fault of the employee. In addition, the board of supervisors could, by three-fourths vote, make similar reimbursement for any other employee where it found that the damage or loss "was occasioned by unusual circumstances or the occurrence of an extraordinary event."

The State of California has provision for replacement or repair of damaged property for state employees and has passed enabling legislation for counties to make such provision. As a chartered city and county, San Francisco must enact its own enabling legislation if it desires these provisions.

While on the face of it this proposition has merit as a matter of fairness to the employees, it is somewhat surprising to learn that there are few formalized plans in private or public employment for meeting such problems. The state and the counties which may have come under the enabling act and the Los Angeles City Schools do have such a reimbursement program.

Proposition "G" represents an enabling act under which the supervisors could enact legislation to carry out the purposes and provide for administration. The immediate program would apply to uniformed personnel numbering about 6,000. Grants to be made to other employees for their claims would be only for losses under extenuating conditions. Equitable administration of this kind of program might prove to be difficult.

No cost estimate was made by the controller as there is no basis for calculation. Information obtained from the Legislative Auditor concerning the state program contained the estimate that for 97,500 employees covered the claims number about 1,200 a year with an average value of about \$25 for a total cost of \$30,000. The state program is administered by the departments with a review by the finance department for determining values.

Proposition "H"

Hearing Officers for Disciplinary Cases

This amendment would authorize the Civil Service Commission to contract for the employment of hearing officers to conduct disciplinary hearings when charges have been brought against an employee. This involves the taking over of part of a function now performed by the appointing officer by a neutral third party. The hearing officer would hear the evidence and prepare a summary and recommendation for the appointing officer. The appointing officer would have the authority to impose the disciplinary action. The employee could appeal to the civil service commission which would have the record taken by the hearing officer. Broader penalties than suspension or dismissal which are now the alternatives would be provided: there could be temporary reduction in pay or reduction in rank. The police and firemen are not covered by this amendment as their disciplinary procedures are in other charter sections. The increase in cost has been estimated as not over \$3,000 a year.

Proposition "H" was prepared by the Civil Service Commission and submitted at their request by the board of supervisors. There are a number of apparent advantages in having a trained individual perform a function which is difficult for the department heads. Under the present system where a case involves suspension for 30 days or more or dismissal, the administrator must assume the roles of prosecutor, judge and jury. An appeal is then possible to the Civil Service Commission. The Commission feels that the kind of hearing records now brought before them are not uniformly good. In addition, considerable time of a highly paid department head can be required for these procedures.

While in general employee groups support this amendment, one employee organization and the two appointing officers with the largest organizations in city and county government are opposed to Proposition "H". They are the Chief Administrative Officer and the Manager of Utilities. Their viewpoint is that before attempting a change of this kind some effort should be made to improve operation under the present charter provisions. This might be done with a development of uniform procedures and training of department heads in the proper exercise of their responsibilities on these cases.

Proposition "I"

Declaration of Policy:

Shall the City and County Acquire the Fox Theater?

Four supervisors placed this declaration of policy on the ballot which asks the voters if the city and county should acquire the Fox Theater "for musical, cultural, artistic, convention and other public assembly purposes." The theater would cost \$1,050,000 and improvements would add \$100,000.

Proposition "I" is probably the most controversial issue of this election. It was presented as a bond issue, received a negative recommendation from the bond screening committee and was refused submission by a majority of the board of supervisors. Subsequently, four supervisors submitted the matter as a declaration of policy. If a majority of the voters answer the question in the affirmative, it shall "be the duty of the board of supervisors to enact an ordinance or ordinances to carry such policies or principles into effect. . . ." This language appears to make such declarations mandatory; in this case appropriation of money for the purchase would follow an approval by the voters. Funds for the purchase might be obtainable from the new hotel tax revenues.

The Fox is a movie theater constructed in 1929 with a seating capacity of 4,651. It is on a triangular parcel with 400 feet of frontage on Market Street. In addition to the theater auditorium there are two parking lots, four stores and office space. The seating capacity compares with 8,500 in the civic auditorium, 3,200 in the Masonic temple. The owners have given the city a firm offer to sell the property for \$1,050,000. City officials have estimated that additional costs of \$100,000 will be required for converting two elevators to automatic operation and installing a standpipe for fire control. The city architect, city engineer and the superintendent of building inspection have reported that the building is in good condition, that the electrical and mechanical equipment is sound and that it can be continued in use with minor painting and cleaning.

Most of the controversy on this matter revolves around the question of the city's need for the property. Proponents feel that it offers a desirable supplement to present facilities for conventions that can be obtained at a low price. Opponents doubt the need and point out that many motion picture theaters are in poor financial condition. They also maintain that that property has been for sale at different prices in the past. There are different estimates of the operating costs and revenues. The property director reported the theater will show a small operating profit. The controller, when the matter was a bond issue, reported that revenues and expenses would come close to balancing with \$114,744 income and \$115,689 expenses.

Some of the groups listed in favor of the theater acquisition are: the Chamber of Commerce, the Junior Chamber of Commerce, the Down Town Association, the Labor Council, the Convention and Visitors Bureau, the Building Owners and Managers Association, and the California Northern Hotel Association. In opposition to "I" four members of the bond screening committee have submitted a negative argument in the voters pamphlet. The mayor has also expressed his opposition to the purchase as not being needed by the city and county.

San Francisco

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OCTOBER 18, 1962

No. 1

Local Propositions on the November 6, 1962 Ballot

**San Francisco Bay Area
Rapid Transit District Bonds
\$792,000,000**

San Francisco Charter Amendments

San Francisco Bureau of Governmental Research

56 Sutter Street, San Francisco 4, California

C O N T E N T S

Bond Issue

Alameda County, Contra Costa County and City and County of San Francisco

- A. San Francisco Bay Area Rapid Transit District Bonds.
\$792,000,000

San Francisco Charter Amendments

- B. Transfer of Employees Due to Technological Changes
- C. Salary Ordinance Amendment
- D. City and County Payroll
- E. Proposed Merger of Water Department and Hetch Hetchy Project
- F. Police and Fire Disciplinary Procedure
- G. Retirement System Coverage for Parking Authority Employees
- H. Increasing Salary Ceiling for Part-time Employees
- I. Excess Earnings of Retired Employees
- J. Rank and Salary of Assistant Police Inspectors
- K. Increased Wages for Municipal Railway Operators

THE CITY, OCTOBER 18, 1962

Proposition A

San Francisco Bay Area Rapid Transit District Bonds

Proposition "A" would authorize the San Francisco Bay Area Rapid Transit District to incur a bonded indebtedness of \$792 millions for a rapid transit system pursuant to the San Francisco Bay Area Rapid Transit Act. The bond issue will be voted upon in Alameda and Contra Costa Counties and the City and County of San Francisco. It will require a 60 per cent total affirmative vote for approval. This bond issue is the culmination of years of engineering, financial and transportation planning studies and will, if approved, mark the beginning of a regional rapid transit system. It can be safely said that this is the most important decision that Bay Area voters will make affecting their daily lives at this election.

Background

Origin

A 9-county fact-finding commission was authorized by state legislation in 1951. The work of this commission — the San Francisco Bay Area Rapid Transit Commission — was financed by the state and the member counties. It resulted in recommendations for establishment of the 5-county rapid transit district provided by law in 1957. The legislation, however, contemplates an eventual system to serve the entire Bay Area.

The San Francisco Bay Area Rapid Transit District board of directors is appointed by boards of supervisors and committees of the mayors of member counties, apportioned with relation to population. The board of directors appoints its own general manager.

Originally comprising five counties, the member counties have been reduced to three — San Francisco, Alameda and Contra Costa. Marin County withdrew primarily because findings were accepted against placement of rapid transit on the Golden Gate Bridge. San Mateo County disapproved of earlier district proposals for the transit system in that county. The law allows counties to join or rejoin the district.

Powers

The district is empowered to plan, build and operate a rapid transit system. It is authorized to levy taxes and to incur indebtedness. District-wide property taxes up to 5¢ per \$100 of assessed value may be levied as necessary and as supplemental to other revenues for purposes other than general obligation bond indebtedness. General obligation bonds, subject to approval by 60% of the voters, may be issued and district-wide taxes may be levied without limit to pay off such bonds and interest. Such general obligation indebtedness may never, by law, exceed 15% of the assessed valuation of taxable property in the district. The district also may issue revenue bonds payable from operating



DIAGRAM OF THREE-COUNTY RAPID TRANSIT SYSTEM (DARKER AREA) WITH SUGGESTED EXTENSIONS OF SYSTEM TO ADJOINING COUNTIES

revenues for acquisition of equipment, if the issuance of general obligation bonds has been approved by the voters. Financing by special assessments, under state legislation of 1911 and 1915, is also authorized but is not part of the financial plan.

The district has power to determine and fix service rates, charges and fares adequate, insofar as practicable, to pay the cost of operations, repairs, maintenance and depreciation of the system, and for acquisition of equipment and other necessary purposes.

Reports

Since undertaking preparatory work in 1951, some \$5 millions has been spent for comprehensive study, planning and reports, with aid and consultation from recognized authorities and public agencies. A major report covering a 4-county rapid transit system was submitted to boards of supervisors in the district in October 1961. This had been preceded by a 5-county study and by the basic area-wide report to the Bay Area Rapid Transit Commission in 1956. The 3-county plan and report supporting the bond issue question before the voters at the November 6, 1962 election, submitted in May 1962, is a modification of the prior work.

The earlier proposals included the overall 9-county long-range plans (with details of first-stage rapid transit construction) of 1956; the 5-county proposal of 1961; and the 4-county plan for the present district plus San Mateo, of late 1961. The latter proposed a \$939 millions general obligation bond issue for financing construction.

The Proposal

Financial

The financing plan includes the issuance of both general obligation and revenue bonds, the utilization of surplus bridge tolls, and of transit operating revenues.

The \$792 millions of general obligation bonds, payable by taxation, are proposed to meet the construction and financing costs of the basic rapid transit system, except the trans-bay tube and its approaches. And \$71 millions of revenue bonds, payable from the district service charges and fares, are projected for purchase of equipment. The California Toll Bridge Authority would expend \$133 millions from the San Mateo-Hayward, San Francisco-Oakland, and Dumbarton Bridges toll resources for construction of the trans-bay tube and its approaches, the cost of the approaches — \$41 millions — to be reimbursed by the district from rapid transit operating revenues.

The System

The proposed system is one of 75 miles of double track rails, 20 miles in subway or tube, 24 on the surface and 31 of the elevated type. Except for two levels of double track under Market Street in San



MARKET STREET SUBWAY CROSS-SECTION SHOWS PLANNED PEDESTRIAN MEZZANINE, CENTER LEVEL FOR MUNICIPAL RAILWAY STREETCARS AND LOWER LEVEL FOR HIGH-SPEED TRANSIT TRAINS.

Francisco, one of which would be used by the Municipal Railway, the double track is universal.

There are planned 37 stations and parking lots (except in downtown San Francisco, Oakland and Berkeley) for about 30,000 automobiles. Distance between stations would average about two miles.

The basic system would be an under-the-bay tube linking San Francisco and Oakland, and a route beginning at Daly City, running through San Francisco and through the tube to Oakland, dividing there northwest to Richmond, east to Concord, and south to Fremont, and providing service to communities along the routes.

During morning and evening peak hours, trains would operate as often as every 90 seconds. Transfers would be needed only in off-peak travel hours when economy of operation dictated. A seated passenger capacity per track in each direction of 30,000 passengers per hour would be provided. A policy of cooperation with existing transit systems for feeder bus service has been established by the district directors. Where economically feasible, feeder lines to transit stations by existing transit agencies or otherwise would be contemplated.

Fares would be based on distance traveled. The minimum fare would be 25¢ for up to eight miles of travel; 10¢ additional would be added for any trip through the trans-bay tube. For the longest trips, the fare would be equal to 2¼¢ per mile.

The Equipment

The proposal is for modern lightweight electric rapid transit cars, with expected top speeds of over 70 miles per hour and average speeds, including station stops, of 50 miles per hour. They would be virtually automatic, with electronic controls. Train design and operation would be pointed for maximum safety and comfort of passengers. An automatic fare collection method, both credit and cash, is also proposed.

Expected "Traffic" Diversion

Based on projections of present and future travel in this area, the proposal concludes that at the four gateways to be served by rapid transit the highway capacity deficiencies would be reduced from a current 22,400 persons per hour to 3,700. It would divert 48,000 more work-day automobiles from city streets than does existing transit. Some 23,400 fewer automobiles would be parked in central cities than otherwise.

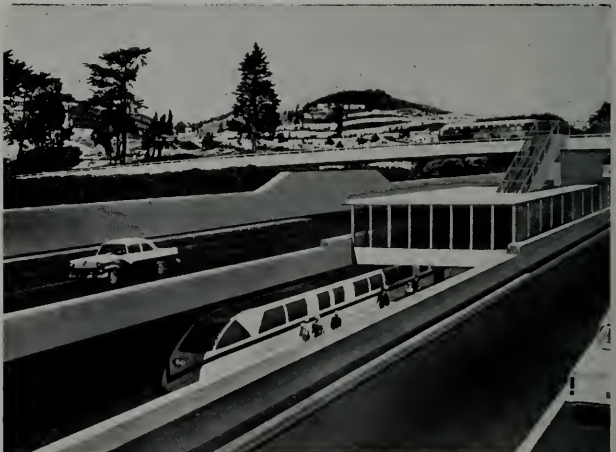
Of the passengers making rapid transit trips, 61% would be diverted from automobiles.

The Engineering Report

The general engineering standards deemed applicable for prescribing a rapid transit system were: must be capable of efficient operating speeds and of meeting peak period travel demands, be safe and depend-



CROSS-SECTION OF THE PROPOSED RAPID TRANSIT SUBWAY
STATION AT 24TH AND MISSION STREETS, SAN FRANCISCO.



PASSENGER STATION PLANNED FOR OCEAN AVENUE, SAN
FRANCISCO, SITUATED IN MEDIAN STRIP OF
SOUTHERN FREEWAY.

able, be comfortable and with smooth riding qualities, must penetrate major centers of business and commerce close to ultimate travel destinations, have low external noise levels, be aesthetically acceptable, and, consistent thereunder, must cost the minimum in capital and operating expenses. The engineers found that, as applied to current technology and the Bay Area's physical and other relevant circumstances, the rapid transit system described above best met their standards.

A summary of the engineers' estimated construction costs and pre-operating expenses (in millions) would be as follows:

	Costs	Contingencies	Inflation	Total
Routes and facilities	\$593	\$59	\$131	\$783*
(except trans-bay tube)				
District's pre-operating expenses	---	---	---	7*
Trans-bay tube and approaches	101	10	22	133
	\$694	\$69	\$153	\$923

*To the total of these two amounts, the financial experts added over \$1½ millions to provide for bond issuance expenses, for reimbursement to the state of funds advanced to the older Rapid Transit Commission, and for rounding out the proposed general obligation bond issue at \$792 millions.

Construction would be started January 1, 1964; engineering design and right of way acquisition January 1, 1963; construction would be 80% completed by January 1, 1969, and completed by July 1, 1971.

The engineers' estimates of the total passenger trips, gross revenue, and net operating revenue for the first year the system would be in complete operation and for 1980 are:

Fiscal Year	Passenger Trips	Gross Revenue	Operating Expenses	Net Operating Revenue
1971	72,738,000	\$22,571,000	\$12,589,000	\$ 9,982,000
1980	81,081,000	\$25,788,000	\$14,074,000	\$11,714,000

No allowance for any effects of inflation is included in these operating expenses and revenues; operating expenses are stated in terms of 1960 costs and likely would have to be adjusted upwards in the future.

The Financial Report

The financial experts confirmed the feasibility of financing the building of the rapid transit system from the sources of funds specified by the engineering report. They reiterate that operating revenues from the system are not to be expected to be sufficient to support the bonds required to be issued for the basic elements of the system. Their plan sets forth specific debt management and fiscal policies, of which many would prove economical from the taxpayer's viewpoint.

Although the state legislation permits the general obligation bonds to be issued to mature 50 years from date, the proposal would retire the total \$792 millions indebtedness by 1998-99 — 37 years hence. Bond

ILLUSTRATIVE TRAVEL TIMES AND FARES — Selected Stations

Fares to or from Stations (in cents)		Time Required to or from 11th St. Station (Oakland)		Minutes	
Daly City		Daly City		20	
25	25	Ocean Ave. (San Francisco)	Ocean Ave. (San Francisco)	18	18
25	25	24th St. (San Francisco)	24th St. (San Francisco)	16	16
25	25	25 Civic Center (San Francisco)	Civic Center (San Francisco)	10	10
25	25	25 Powell St. (San Francisco)	Powell St. (San Francisco)	9	9
25	25	25 Montgomery St. (San Francisco)	Montgomery St.	8	8
55	50	40 35	11th St. (Oakland)	0	0
55	50	45 40	19th St. (Oakland)	1	1
55	55	45 40 40 25	MacArthur St. (Oakland)	3	3
70	65	60 55	Orinda	10	10
80	80	75 70	Walnut Creek	18	18
95	90	85 80	Concord	25	25
100	95	90 85	Fremont	27	27
80	75	70 65	Hayward	17	17
70	65	60 55	San Leandro	10	10
60	55	50 45	Fruitvale Ave. (Oakland)	4	4
60	50	45 40	Fallon St. (Oakland)	1	1
60	60	55 50	Berkeley	8	8
70	65	60 55	Fairmont Ave.	12	12
80	75	70 65	Richmond	18	18

maturities would be scheduled so that a constant annual tax rate would meet the requirements from the date the system is in operation until its original cost is paid off, with lower tax rates during the period of construction.

The report notes that should assessed valuations increase at a rate more rapid than estimated — 31% for 1970-71 over 1962-63 — the district probably would wish to accelerate its borrowing and thence its construction schedule. Assessment valuations higher than predicted also would permit lowering of the tax rate unless bond maturity dates were shortened. As estimated in the financial plan, the district's borrowing margin would be \$606 millions at the start of fiscal year 1962-63 and would have dropped to under \$3 millions at the end of fiscal year 1970-71.

Revenue bonds for the rolling equipment would have 20-year maturities, the estimated average life of the equipment.

The financial plan notes that 1975-76 may be considered a "typical year" in the proposed operations of the rapid transit system. A summary of financial factors for that year is estimated as follows:

Taxation	(Dollars in Thousands)
Tax revenues:	
Assessed valuations \$6,473,000 (Financial advisors' estimate)	
Tax rate 66.4+ cents	\$42,990
Expenses:	
Debt service \$42,990 (General obligation bonds)	\$42,990
Non-taxation	
Gross operating revenue	\$24,539
Expenses:	
Debt service (Revenue bonds).....\$ 6,613	
Operating and maintenance..... 13,510	
Reimbursement 3,420	
(To Calif. Toll Bridge Authority)	23,543
Balance operating revenues	\$ 996
(For reserves, equipment purchases and other purposes)	

The Impact on the Community

Obviously, the proposed rapid transit system would be a major financial and service development for citizens of the three Bay Area counties. It would be a large financial undertaking and would be expected to produce impressive results. The major elements of the costs and of the results predicted have been noted above. Additional factors concerning the effect of the system on the individual and the area are discussed here.

According to the more liberal official estimates of assessed valuations, the property tax rate for district purposes, starting at 14¢ per \$100 assessed value, would rise to about 67¢ and would represent about a 7.6% increase over last year's average rate in the three counties comprising the district. A typical home owner in the district would probably have his yearly property taxes increased by \$2.25 per month by 1971-72.

The additional 5¢ per \$100 assessed value tax rate authorized by law for purposes other than general obligation debt would not be used when the transit system becomes operational, according to the financial plan. Hence the principle followed would be that of a self-supporting system, except for the cost of construction. The impact on property taxation therefore would be that of redeeming the \$792 millions bond issue.

The present tax supported local government debt in the three counties is equal to some 10.5% of total assessed valuations. This would be upped to some 24%. Some increase in interest rates for new debt undertaken by public agencies in the district without well-established credit would be expected, and perhaps even by the three county governments.

The economic consultant, on the other hand, computes an annual estimated saving of \$51 millions from travel time, accident costs, automobile insurance, parking charges, motor freight shipments and traffic control, as a result of rapid transit. The safety of rapid transit operation should be an important factor in inducing auto drivers, particularly commuters, to use rail travel. Based on the estimated auto travel miles diverted to rapid transit by 1975, the estimated reduction of accidents would involve annual savings of \$630,000 for passengers on rapid transit.

The rapid transit fares proposed have been equated principally with the out-of-pocket costs of automobile travel, hence are intended to be competitive. Therefore, comparative travel time could be a major influence on many potential patrons of rapid transit. To the extent automobiles would be diverted thereby from streets and highways, non-patrons of the transit system also would save on travel time. The economic consultant made no estimate on savings through the freer movement of auto traffic in city streets. A major portion of his computed time savings would accrue to riders of San Francisco Municipal Railway routes J, K, L, M and N, a result of placing street cars in subways on Market Street and west of Twin Peaks Tunnel. Among other effects, the relative demand for parking in the downtown sections would be reduced.

The impact on the community could be reflected indirectly by the forecast of travel demand by 1975 in the five central Bay Area counties. In these counties a 36% increase in population, 58% increase in number of automobiles, 41% increase in between-county commuters,

and a 51% increase in interurban travel by all forms of transportation is expected, as compared to 1960. By 1975 the increase of peak period travel at the district's six gateways would be 53%.

There is general agreement that the rapid transit system would permit increased concentration and specialization of business, industry and other economic activity in the Bay Area, and would help to preserve and stimulate property, cultural, and other values.

The economic consultant estimated that the 2,057,000 population in the three-county district in 1960 will increase 17.6 per cent to 2,420,000 by 1970 and 38 per cent by 1980 for a total of 2,840,000 persons. The number of automobiles is expected to increase much faster than the population growth.

Certain existing facilities, however, would be affected adversely in the earlier years. For example, the Alameda-Contra Costa Transit District would lose much of its more profitable current service for a period until the loss was offset by increased demand as a feeder service to the rapid transit system. However, this could have been anticipated because of the regional rapid transit studies which were in progress at the time the Alameda-Contra Costa Transit District was established.

The channeling of property taxes toward the construction of a transit system likely would make many local governments in the district somewhat more reluctant to increase future property taxes for other public purposes.

Alternatives and an Evaluation

The basic alternative to a rapid transit system is freeway, bridge, parking and traffic control improvements sufficient to meet travel demands by using automobiles, buses and streetcars. That is essentially the alternative that has been followed in the Bay Area for many years. It is the expedient way and usually continues to fall further behind demands and needs in metropolitan areas. If fulfilled, it is more costly in the long run although it may cost less this year, next year, or ten years hence — by virtue of the fact that a modern freeway for built-up areas costs much more per passenger capacity than does rapid transit.

Undoubtedly, further improvements could be brought about in existing transit facilities, especially if a like amount of public tax funds were to be invested in the systems and facilities by all affected communities in the district. But there is no demonstrated proof, and little likelihood, that existing transit systems could ever do the jobs proposed to be done by a rapid transit system. The latent capacity of the proposed rapid transit system would equal or exceed any foreseeable demand for transit service over the life of the general obligation debt required to build it.

It should be possible to speed up freeway, bridge and parking construction, in theory, to the point or standard of the needs; actually it does not happen and deterioration sets in and the problem becomes

greater. Authorities conclude that there is a role for all alternatives — all are parts of an integrated, coordinated and adequate transportation system.

The question, therefore, seems to be whether the specific rapid transit system proposal is valid and sound and timely in itself.

Few comprehensive planning studies and proposals have been as thoroughly and critically prepared. No current Bay Area problem more directly affects its future welfare and development than does that of transportation facilities. No other local proposal ever placed before the voters of the Bay Area required as large financial commitments from them. A later time is not likely to prove more economical for taxpayers to build the specified system of rapid transit.

Many metropolitan areas are frustrated with their outgrown facilities and are looking for practical answers. The San Francisco Bay Area with the facts well in hand will be among the first to pass upon the timeliness of action and a specific proposal.

Proposition "A" has received general support throughout the three counties in the district. There has been virtually no opposition expressed. The San Francisco Municipal Conference, representing major business and taxpayer groups, has approved this bond proposal.

CITY AND COUNTY CHARTER AMENDMENTS

Proposition B

Transfer of Employees Due to Technological Changes

This amendment would add Section 156.1 to the charter and provide for the transfer of permanent civil service employees who are displaced by automation, technological advances or the introduction of new equipment. The person transferred would have to be considered competent by the civil service commission to perform the duties of the new position. Examinations could be conducted if considered advisable. The position to which an employee could be assigned could not have a higher compensation than the one from which he is displaced.

This measure was introduced by Supervisor Harold Dobbs and has the support of the civil service commission, the controller and the employee organizations. The controller is directing a training program in electronic data processing and feels that this legislation will facilitate the introduction of automatic machines. Experienced employees can be used in other jobs and private employment transfers employees in similar circumstances. In some instances companies provide retraining. The normal turnover in a large organization such as the city and county should provide an opportunity to reduce the total work force as automation becomes effective.

There is no organized opposition to Proposition "B" but some questions have been raised as to the job security or guarantee involved and the qualifications of employees for different jobs.

The controller reports that city and county costs and the tax rate would not be affected by this amendment.

Proposition C

Salary Ordinance Amendment

Proposition "C" would make a simple procedural change in the amendment of the city and county's annual salary ordinance. Such changes are now made by section often requiring the listing of numerous positions. Under this amendment changes would be limited to the affected item. The result would be a reduction of paperwork as the ordinance is revised during the fiscal year.

This is an effort to install an improved procedure and the controller has reported that its application should result in decreased governmental cost.

Proposition D

City and County Payroll

This proposition would add Section 85.1 to the charter and would permit a future change from a semi-monthly payroll to bi-weekly pay periods for city and county employees. The charter now requires the semi-monthly payment; this measure would place the authority to determine pay periods by ordinance in the board of supervisors.

The change in pay periods is sought by the employee organizations which assert that some hardship exists now when a payday falls on a weekend. On holiday weekends there is a three day wait for payment. With a bi-weekly system the payday would be on a specified day of the workweek.

Payroll changes contemplated would be delayed until such time as the controller indicates that he has the machine capacity to make the transition to a more frequent payroll. The controller reported that Proposition "D" should not affect costs.

There has been some opposition expressed to "D" along the lines that there will be two more payrolls to be prepared each year and that this is too minor a matter to involve adding a section to the charter before the city is ready to make the change.

Proposition E

Proposed Merger of Water Department and Hetch Hetchy Project

Proposition "E" would enable the utilities commission and the board of supervisors (with a two-thirds vote) to effect the merger of the water department and the Hetch Hetchy project. The merging of the two units is sponsored by the utilities management which considers this an efficiency and economy measure.

Hetch Hetchy and the water department are two phases of the water supply and distribution for the city and county. The Hetch Hetchy has existed since early in the century and its prime functions have been the storage and transmission of water and the production of electric power in the Sierra Nevada mountains. Its operations have been in engineering, construction and distribution. The San Francisco Water Department takes over the water in the East Bay, transmits it to the city and the Peninsula, distributes it to customers and handles the commercial aspects of its water operation. Internally these have been separate utilities but externally (or publicly) there is one water system with an allied power operation.

What Proposition "E" seeks is a regrouping of functions of the now separated utilities. Planning and operating responsibilities could be put under a single chain of command and engineering and construction could be similarly unified.

The charter presently carries a mandate that Hetch Hetchy and the water department "shall be merged" upon the completion of the Hetch Hetchy project. The project is not complete and the amendment is worded so that this is clear. However, the desirability of merger exists now and would be expedited by some top-level retirements due next year.

This amendment would make possible a management improvement and is timely because of changes in personnel in 1963. Although the kind of plan for merger will not be known until it is presented, there are sufficient safeguards in the required utility commission approval and supervisors' two-thirds vote ratification.

Proposition F

Police and Fire Disciplinary Procedure

Proposition "F" would amend the charter to give the police and fire chiefs authority to suspend employees for infraction of departmental rules for periods up to ten days. The employees would have the right to appeal such suspensions and have a hearing before the commission. At present jurisdiction for suspensions for disciplinary purposes is in the commissions.

The basis of this amendment is a need to place authority in the appointed executive of each department to enforce discipline. With jurisdiction in the commissions the procedure for suspending an employee is unwieldy and requires time of the commissions which could be spent on other matters. At present the chief of police has authority only to reprimand an officer and this does not become part of his record. During the Blyth Zellerbach survey last year the consultants assigned to the police department felt that the commissions were required to hear matters that should have been settled by the chief. Their subsequent recommendation was for suspension power as embodied in this amendment.

An incidental but significant effect of the approval of "F" would be an increase in the efficiency rating of the fire department by the fire underwriters. This rating determines the fire insurance rates in the city and county and an increase has the effect of keeping insurance premiums at a low level.

Some opposition to this amendment has apparently come from employees of the departments who feel that suspensions would become a part of their permanent record and hurt their promotional chances.

The charter as it applies to all other departments gives the executive authority to order suspensions up to 30 days and those for five days or less cannot be appealed.

The police and fire commissions and the two chiefs support this proposal. The San Francisco Municipal Conference and its constituent organizations also favor adoption of Proposition "F".

Proposition G

Retirement System Coverage for Parking Authority Employees

This proposition would add Section 158.4 to the charter making four employees of the Parking Authority eligible for membership in the city and county retirement plan. As these employees have been excluded from the retirement system, the proposal is presented as one to correct an inequity. Parking Authority personnel have been covered by federal social security for many years.

An actuarial report prepared in connection with Proposition "G" shows that the city's financial cost for granting these four employees retirement benefits would be \$29,722. Expressed on an annual basis, city retirement costs to cover this agency would be \$4,507 yearly. The employees who come under retirement would be required to make their retroactive contributions. The actuary reported that the four employees' accumulated contribution obligation would amount to \$50,172. They would be allowed a reasonable period by the retirement board to complete such back payments.

In evaluating this proposal, the argument in favor of it is the inequity existing between these employees and city and county workers with retirement coverage. The point which has been raised in criticism of the measure is that the Parking Authority is not technically within the framework of city and county government and that it was considered by some as not being a permanent function.

Proposition H

Increasing Salary Ceiling for Part-Time Employees

Proposition "H" would increase the maximum earnings permissible for part-time non-civil service employees to \$150 per month. It would apply to cafeteria workers in the schools, library pages, playground directors and other employees whose maximum is now set at \$125 a month. The purpose of the proposal is to allow departments to make fuller use of these employees whose rates of compensation have been rising. In future years the civil service commission would, under the terms of the amendment, revise the \$150 maximum yearly in accord with the average percentage changes in salaries of all miscellaneous employees. While no costs are reported for this measure the controller indicates that application of the amendment may affect costs. Logically, the fuller use of present employees would be more efficient and economical than the recruitment of additional personnel because of the present ceiling.

This amendment appears to be a sensible adjustment to higher rates which would permit better utilization of trained employees. The future adjustments provided in the measure should take care of a recurrence of this problem.

Proposition I

Excess Earnings of Retired Employees

Required repayments to the city and county of excess earnings in other employment by retired employees would be terminated by this amendment. The present charter provision is that retired persons younger than the normal retirement age of 60 can earn an amount which, when combined with the city's share of their pension, is not higher than the salary of the position from which they retired without reduction in their pension. If they have excess earnings, they must repay the city or have their pension reduced or withheld. This restriction applies to both disability and service retirements.

Because of excess earnings the retirement system has been recovering about \$45,000 a year from retired persons in other employment. The retirement office employs two investigators who check on cases of this type. As a result, the city has a backlog of amounts which it is planning to collect.

During discussion of this measure by the board of supervisors, an effort was made to limit the requirement for repayment to disability cases. Time did not permit this change. An example of how this regulation applies to a disability case is as follows: Assume a policeman or fireman retires from a \$600 a month position and receives a three-fourth disability pension of \$450 a month. If the city share of this pension is \$300 the man could earn up to \$300 in other employment with no repayment. If his earnings exceed \$300 he would be liable for the excess because his earnings and the city share of the pension combined would be greater than the salary of the position from which he retired.

In favor of Proposition "I" are the points that some other jurisdictions do not have this earning restriction and that this provision is difficult to administer and effect the correct amount of repayment. Shortcomings of the measure are expressed in the arguments that these retired persons have no moral right to public funds when they are capable of earning adequate incomes, the fact that costs will increase when repayments cease and the likelihood that pressure for disability retirements would increase if the earnings restriction is dropped.

The San Francisco Municipal Conference and its constituent organizations are opposed to Proposition "I".

Proposition J

Rank and Salary of Assistant Police Inspectors

Proposition "J" would affect the status of 48 assistant inspectors positions in the police department by making this a rank between patrolman and inspector and providing a salary \$45 above the patrolman's maximum of \$652 a month. At the present time assistant inspectors are selected by the police chief to perform investigative duties but they retain the rank and salary of patrolman. As vacancies occur in the rank of inspector, assistant inspectors can be promoted. The purpose of this amendment is to provide a pay differential midway between patrolman and inspector in recognition of the greater responsibility assumed.

Proposition "J" provides that after a year on probation the assistant inspector has the same tenure rights as the inspector and can be removed only for cause. This was a provision the police commission did not support as they wanted the chief to have discretion in the appointment and removal of this intermediate rank. The commission supports the amendment and recommends its approval on November 6.

Last year the police section of the Blyth Zellerbach report recommended the creation of another grade of detective such as the assistant inspector in the department. For years the nominal title and duties of these positions has existed but the actual rank and salary differential has been absent.

The controller reports that the annual cost of this amendment would be \$30,396. Future changes in the salary of assistant inspector would be related to changes in patrolmen's rates on a percentage basis.

Proposition K

Increased Wages for Municipal Railway Operators

This proposal would add a new section to the charter which would take into consideration wage rates paid to San Francisco commercial vehicle operators in setting rates for Municipal Railway operating personnel. At present railway wages are based upon the average of the two highest rates paid on large local systems in the United States. Based on preliminary findings of local rates which might be used to average with the average of the two highest in the nation, the new approach specified in "K" would produce an hourly rate of approximately three dollars an hour. The present rate paid here is \$2.7975 an hour. Wages which might be used by the civil service commission as nearest comparable are those for drivers of private tour buses, airport buses, delivery trucks, etc. Construction vehicle operators' rates would be excluded from consideration.

Discussion of a rate formula change for the railway apparently originated after officials became concerned about accidents and claims

on the city and county transit system. Last year payments for accidents totaled almost a million dollars. This led to a hypothesis that higher wages would attract better personnel and reduce accidents. The railway management reacted to this approach by suggesting a merit wage be tried so that drivers with good records only would be rewarded with higher compensation. This concept was not incorporated in the amendment. As submitted to the voters, Proposition "K" would be a pay increase for all drivers which presumably would attract the best personnel, reduce accidents and turnover and set wages closer to those in some other vehicle operating occupations.

Some background is necessary to understand this proposition fully. The present charter section governing wages on the railway was approved in 1956. It was presented to the voters after months of study and deliberation by a mayor's special committee and the judiciary committee of the board of supervisors. It had general approval in the community including the labor organizations, taxpayer groups and the press. It was a costly measure which provided a transition to a 40 hour week from 48 hours with no loss of earnings. It was estimated to have added \$2 millions to the deficit of the railway operation. The formula for setting wages at the average of the two highest was considered liberal and has provided regular pay increases. This formula was set as a ceiling although the board of supervisors has never chosen to set rates below the maximum permissible.

One provision of the present amendment would permit the board of supervisors to accept, amend or reject the recommended rates submitted to them by the civil service commission. The power of amendment appears to permit the board to use discretion in the maximum, intermediate and minimum rates which would finally be determined.

The provisions of Proposition "K" are considered to have serious shortcomings. Basically, introducing rates of pay outside the local mass transit industry is not sound personnel practice. Aside from the effect here it would be likely to have repercussions throughout the transit industry. To take a liberal formula and add unrelated positions to achieve a higher hourly rate will also raise costs on a system already losing \$6 millions a year. The theory that higher wages will attract better personnel and reduce accidents is only a theory that would be impossible to demonstrate even if it were tried. Railway turnover in personnel is cited as a reason for higher rates. The report of the railway's general manager indicates that turnover is decreasing, is less than that for non-operating employees and is comparable with that on other systems.

The estimated cost of Proposition "K" is reported by the controller at \$930,000 a year based upon the current wage data. This is equal to 6.1 cents in the tax rate.

Proposition "K" is opposed by the Municipal Conference and its constituent organizations as an unsound, unnecessary and financially prohibitive proposition.

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OCTOBER 16, 1963

No. 1

TEN SAN FRANCISCO CHARTER AMENDMENTS on the NOVEMBER 5, 1963 BALLOT

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PROPOSITION "A"

Removes Earnings Limit on Early Service Retirement

This proposal would add a new section (159.2) to the charter providing that retirement allowances shall not be subject to reduction because of other earnings of a retiree unless he was retired for disability. The city and county now demands repayment from former employees who retired for service before age 60 when they earn in other employment more (when combined with the city's share of their pension payment) than the salary of their city job. The charter does not limit what any person over the age of 60 may earn. In the last four years the city has recovered from \$3,691 to \$8,335 a year from excess earnings of service retired employees.

This proposal was included in a proposition defeated by the voters last year. Last year's proposition, however, did not attempt to differentiate between an able-bodied employee who retired and a retiree on disability pension.

An example of how the present charter provision works is as follows: Assume an employee has retired for service from a position of \$600 per month and receives a \$300 per month pension. If the city share of this pension is \$150, the man could earn up to \$450 in other employment with no repayment. Thus his total income could be \$600 per month. If his outside earnings exceeded \$450, he would be liable for the excess because his earnings and the city share of his pension combined would be greater than the salary from which he retired. Under Proposition "A" there would be no limitation on his outside earnings.

The effects of the present charter provision are to discourage but not to prohibit early service retirements and to reduce pressures for more disability retirements.

The San Francisco Municipal Conference is opposed to Proposition "A" on the grounds that it would encourage early retirement and the city and county would lose experienced employees in the most productive years of their careers.

PROPOSITION "B"

Architect or Landscape Architect on Planning Commission

Proposition "B" would amend the charter relating to the planning commission (Sec. 115) by adding the following sentence: "One of the members of the commission to be appointed by the mayor shall be an architect or a landscape architect duly licensed as such by the State of California." The charter does not now specify the professional or occupational qualifications of any of the five members appointed by the mayor. There are two ex-officio members of the commission, the chief administrative officer and the manager of utilities.

The amendment is supported by the Northern California Chapter of the American Institute of Architects. Provisions that were originally in this proposition relative to conflict of interest have now been incorporated in Proposition "H" below.

There is no doubt of the propriety of representation of the architectural profession on the city planning commission. Furthermore, the architectural aspects of city planning are of unusual interest to the citizens of San Francisco. On the other hand, two questions are raised. First, whether it is proper to so limit the discretionary appointive power of the chief elective official — the mayor. Second, whether it is appropriate to single out one aspect of city planning for special treatment.

It has long been held that city planning involves "the anticipation, so far as practicable, of all the city's future needs, physical, social and financial." Two popular misconceptions have invariably handicapped planning. One is the notion that city planning is largely, if not altogether, a matter of physical beautification, and the other is that it requires wholesale reconstruction at great expense. There are grounds for holding that architectural representation is no more essential than are several other specialized fields, economics, law and art, to name a few. It has never been intended that members of the planning commission should represent specialized occupations necessarily, but rather that they should be experienced and mature citizens who could express sound community judgment.

The other objection to the proposition also is not without merit. In that it asks the voters to fix a public policy directly rather than through their elected representatives, it reflects distrust of the wisdom, capability and good intentions of elective officials — in this instance, the mayor.

PROPOSITION "C"

Full Pension and Social Security for City Employees (Terminates 1958 Integrated Plan)

This measure would amend the charter (Sec. 165.6) to require that social security shall be additional to all retirement benefits otherwise provided by the city and county retirement system. The actuarial report states it would cost the city and county an additional \$3,372,814 annually, of which \$3,194,080 would come from taxes, equal to 20.2 cents in the tax rate.

Prior to 1959 city and county employees other than those in the Municipal Railway were not covered by federal social security. Retirement allowances, financed jointly by the employees and the city and county, were based on half pay at age 60 after 30 years service. The charter amendment adopted in November 1958 integrated social security with this system. Employees in 1959 could choose whether to come under social security, thereafter all new employees were covered. Pension benefits to employees under social security rose by an amount equal to one-half of social security allowances plus survivor and death benefits. The retirement system was able to reduce its employee retirement allowances by an amount equal to one-half of the primary social security benefit. This absorbed the city's cost of current and retroactive social security taxes and provided some tax economy. Proposition "C", in contrast, would abolish this integration and would require full-scale contributions by the city both to the retirement system and to social security. It would provide 100 per cent social security benefits plus 100 per cent retirement system benefits to city and county employees.

Proposition "C" can be understood more easily by use of an example comparing typical benefits under the plan in effect prior to 1959, the present "offset" plan, and the plan proposed by Proposition "C". A senior clerk-stenographer retiring next summer at age 65 with 30 years of service and a final average compensation of \$534 a month would receive monthly benefits as follows:

	Without Soc. Sec.	Present "Offset"	Proposition "C"
Part city pays towards: Social security	\$ 0	\$ 63	\$ 63
Retirement system	133	70	133
Sub-total	\$133	\$133	\$196
Part employee pays toward:			
Social security	\$ 0	\$ 63	\$ 63
Retirement system	133	133	133
Total monthly retirement allowance	\$266	\$329	\$392

The total that the "city pays toward", it will be noted, has not increased since the tie in with social security. This is what is meant locally by "offset", and is the integrated pension system approved by the voters in 1958. Approximately one-half of the total from social security is applied toward the city's obligations to the regular retirement system. The total benefits to employees, however, are greater than before.

Among representative public agencies social security usually has been adopted to effect a partial replacement of regular retirement allowances, rather than as addition to public retirement systems. This has been true because of the relative liberality of public retirement systems compared to private industry systems that are supplemented by legally-required social security.

A recent survey by this Bureau of ten representative San Francisco employers shows that the take-home pension benefits for their employees are less than those now provided by the city and county. All of the company plans reviewed have some combination of social security and private pension system comprising their total retirement benefits. In about one-half, employees contribute something to the private pension plan.

Governments are not compelled to adopt federal social security in any form. The current pattern is indicated by the fact that employees of such large agencies as Oakland, Los Angeles, Boston, Chicago, Dallas and Cleveland do not have social security. In other jurisdictions an "offset" plan has been adopted: San Francisco, State of California, San Diego, Long Beach, Alameda County, Milwaukee, Seattle and New Orleans. Philadelphia and Baltimore have plans with both social security and local benefits.

The city has been contributing about \$850,000 less per year for pension purposes since integration of social security with the retirement system, but not at the expense of the employees, who also get as much more than paid for from social security. After the integrated system was approved by the voters in 1958, the board of supervisors made the social security coverage retroactive to January 1956, in order to provide maximum benefits to employees. The full cost to the city of these retroactive employer's social security taxes was \$2,595,359.

It should be noted that the financial benefits both to the city and to the employees were fully understood prior to adoption of the offset plan. The plan has functioned as expected. Although the judiciary committee, city employee groups and taxpayer organizations jointly endorsed the plan in 1958, the city employee groups now find it unsatisfactory.

The San Francisco Municipal Conference is opposed to Proposition "C" as an extravagant, unnecessary and radical change in the pension plan.

PROPOSITION "D"

Health Service Benefits for Teachers Retired Under State Plan

This charter amendment would extend city-supported health services to San Francisco teachers who resign and withdraw their contributions from the city and county retirement system to retire under the state teachers' retirement system. At present all teachers' publicly-supported membership in the city health service system is contingent on their membership in the city's retirement system. Proposition "D" would add a new section (172.1.11-1) to the charter and revise this by redefining the term "retired person."

The controller reports that Proposition "D" would cost the city \$54,376 annually, if adopted. The health service system now costs the city and county \$1,926,000 per year.

Teachers have the option of retiring under either the state's or under the city's system. Approximately 250 of the teachers who have retired under the state plan would be affected by this measure. Such teachers now can remain in the city's health service system by paying the entire cost of their membership in the system. Naturally, teachers choose the plan which provides the greatest allowance. At present they must weigh the value to them of the city's health service system in making their decision. Proposition "D" would waive this factor. A teacher would be permitted to enjoy the better of the two retirement systems plus the health service system. For each one who chose the state's retirement system, the city would have to pay \$18 per month in excess costs if this amendment were approved.

Proposition "D" is opposed by the San Francisco Municipal Conference because it would be an extension of welfare benefits to a group who makes the decision to retire under the state teachers' plan to obtain greater benefits.

PROPOSITION "E"

\$25 Pension Increase for Employees Retired Before July 1947

Proposition "E" would add a new section (165.1.5) to the charter for the purpose of increasing the retirement allowance by \$25 per month to persons retired under Section 165 with 20 or more years of service prior to July 1947. Persons who had fewer years of service would receive a proportionate increase. Through increase in percentages of salary contributions and by direct appropriations, the city would bear the entire cost of this proposal. The actuary reports that the cost will be \$86,240 annually, with a total liability of \$724,870 to the city.

This proposal was introduced on behalf of the Retired Municipal Employees League. It would represent the fourth time that this group of former employees was given a \$25 per month pension increase. The measure affects 402 retired persons or their survivors. Of these, about 250 would receive the maximum increase of \$25 per month; the others, lesser amounts because of shorter service. The average original pensions of those with 20 years or more service and the increases to date are as follows:

	Original Pension	Increase to Date	Percent Increase
Average of 107 disability pensions	\$62	\$75	121%
Average of 141 service pensions	\$85	\$75	88%

In other words, the disability recipients are now receiving an average of \$137 per month, and service retirees \$160, as a result of raises approved by the voters in 1949, 1952 and 1955. The cost of living index for San Francisco has increased by 45% since 1947. Were Proposition "E" approved, the maximum pension for any member of this group would be \$326 and the minimum, \$122. The average would be \$175 per month.

The fundamental questions in proposals of this nature are that of the responsibility of an employer to insure the purchasing power of a pension and that of his responsibility for an inadequate earlier pension system. Few public retirement systems are set up with a "guarantee" of purchasing power of the pension in mind, and few governments have failed to have at least a limited number of "low-pensioned" retirees. As a consequence, if later adjustments of this sort are to be made, the cost is an unexpected burden on current taxpayers. Whether such adjustments are equitable when compared with the fixed income status of many other retired persons is a further consideration. In the long run, too, the repeated precedents established by recurring adjustments in old pension allowances may become the foundation of a public policy under which no economical and actuarially sound retirement system can be contemplated.

PROPOSITION "F"

Parity Pay for Police and Firemen; Fire Reorganization

Proposition "F" includes two originally separate propositions as one ballot proposition. First, it would compel the board of supervisors to pay firemen and policemen the same salary, by adding a new section (36.3) to the charter and amending two sections (38 and 38.1). In July 1963 the board of supervisors in its discretion fixed police salaries slightly higher than salaries for firemen based upon police rates in Berkeley. The second element of the proposal would place the fire prevention bureau under the chief instead of the fire commission and integrate the salvage corps personnel into the department.

The controller reports that Proposition "F", if approved, will add \$392,000 per year to the budget, equal to 2.48 cents in the tax rate.

Proposition "F" would fix and freeze into the charter for the first time a definite pay relationship between police and fire personnel. It aims to preclude any change in pay relationships between these occupations, changes that have occurred among many other occupations in recent years. It would write an arbitrary relationship into the law, whether or not equitable or appropriate. The factual defense of this proposed action is that it guarantees traditional pay relations.

Usually civil service departments are responsible for evaluating jobs and making pay recommendations. No official evaluation bearing on this proposition has been made although the civil service staff offered testimony before the judiciary committee that pointed up occupational and recruiting differences in the two protective services. From a personnel administration viewpoint, if a scientific evaluation of the jobs performed by San Francisco policemen and firemen and actual experiences in the competitive labor market demonstrated that the work and requirements are equal, then only in fairness rates of pay should be alike. It is unrealistic, however, to assume no change — that yesterday's status will remain true forever. Proposition "F" makes this assumption.

Firemen's salaries in San Francisco at \$677 per month are now as high as any in large cities in California. If Proposition "F" were approved, their salary rate would be higher than any in the state. The proposal furthermore would reaffirm the past practice which has meant that legislative bodies in one or two other cities have set the actual maximum rates to be paid San Francisco employees. Indeed, Proposition "F" comes about simply from the fact that the board of supervisors delegated pay-fixing responsibilities to other jurisdictions to the greatest extent permitted by current charter provisions.

The second part of this proposition would effect two desirable organizational changes. It would have the fire prevention and investigation unit report directly to the chief and would allow transfer and

assignment of salvage corps personnel throughout the department. These are minor changes to correct a long-standing situation, however, and could be achieved at a future election independent of the controversial pay matter.

Opposition to Proposition "F" by the San Francisco Municipal Conference is based on the objection to freezing pay rates of two large groups at the same level and the fact that two unrelated subjects have been combined in one amendment.

PROPOSITION "G"

Parking Authority Employees in Health Service System

This proposal would amend three charter sections (172.1, 172.1.6 and 172.1.11) in order to make parking authority employees who are members of the city's retirement system, members also of the health service system. The parking authority now has four employees.

Last year the voters approved a proposition making parking authority employees eligible for membership in the city and county retirement plan. This, therefore, is a logical further step to establish equity among all employees.

PROPOSITION "H"

Conflict of Interest — Professional Members of Boards and Commissions

This measure relaxing conflict of interest provisions was initially limited to one professional member of the city planning commission to be appointed by the mayor. It was broadened by the judiciary committee to include all professional members of all boards and commissions and was submitted as a separate amendment. Proposition "H" would amend the charter and add a new section (222.2) superseding certain restrictions now in the charter on conflict of interest (Sec. 222).

The present charter reads in part: "No member of any board or commission shall accept any employment related to the business or the affairs of any person, firm, or corporation which are subject to regulation by the board or commission of which he is a member."

Proposition "H" reads in part: "A professional member of a board or commission . . . may engage in his professional work and services in connection with matters that are subject to . . . decisions by the board or commission of which he is a member . . . provided . . . such member shall disclose his professional

employment in connection with the matter . . . and shall not participate, by way of vote or otherwise, in any . . . decisions thereon . . .”

The proposal implies that qualified professional talent cannot be found in the community willing to serve on boards and commissions so long as they are prohibited from accepting employment related to a matter that comes before the board or commission on which they serve. Last year an architect member of the city planning commission resigned because of possible conflict of interest. The extent of the problem as it relates to service by professionals on boards and commissions generally under present provisions is difficult to determine.

The amendment assumes further that professional members will not in actual fact — merely by virtue of membership — unintentionally influence decisions where they have a personal interest. This appears to disregard the respect in which they are held by their fellow members, a fact that cannot be negated by denial of “participation, by way of vote or otherwise.”

As recently as June 1956, the voters of the city and county approved a charter amendment prohibiting any supervisor, officer or employee from engaging “in any activity, employment or business or professional work or enterprise which is inconsistent, incompatible, or in conflict with his duties . . .”

Two members of the board of supervisors voted against submission of Proposition “H” to the voters, apparently on the grounds that it would give professional board and commission members a privileged position not enjoyed by businessmen and others.

PROPOSITION “I”

Salary Increase for Police Sergeants

This proposal adds a new charter section (35.5.5) fixing the basic rates of pay for the rank of sergeant, police department. It would require that the formula for sergeants’ pay now established by charter be increased by $2\frac{1}{2}$ per cent. The effect of this proposal would be to: (a) Increase sergeant’s pay from \$786 to \$806. (b) Establish identical rates of pay for police sergeants as for police inspectors. (c) Place sergeants’ pay rate midway between that of lieutenant and patrolman, about the average situation in California cities.

For many years salary rates for all members of the police department were changed only upon approval of the voters. Now the basic patrolman rates are fixed annually by the board of supervisors but the formula to establish the pay differentials between police ranks remains in the charter. Hence, any change in pay relationship between jobs in the police service still requires approval of the voters.

The intent of Proposition "I" may or may not be proper. The basic question is one of job classification and evaluation and that question has not been resolved. Sergeants' jobs vary from city to city, thus a proposal based on the average of practices in other cities, if ever valid, could be valid only by coincidence.

It was as recent as June of last year that the voters were asked to establish a pay differential of 16.8 per cent between police sergeant and police lieutenant in order to remove an inequity. Now they are being asked to invalidate that pay differential. Last year's change was supported by the Municipal Conference.

Proposition "I" is opposed by the San Francisco Municipal Conference as a continuation of piecemeal pay adjustment proposals which do not meet the general problems of a satisfactory overall pay plan. The controller reports that this change would cost \$59,947 annually, or 0.39 cents in the tax rate.

PROPOSITION "J"

Lump Sum Death Benefits for Retired Police and Firemen

Proposition "J" would require the board of supervisors to change the death benefits for certain retired members of the police and fire departments to conform with death benefits to other retirees. Five sections of the charter would be amended (166, 167, 168.1.7, 169 and 170). Some retired police are now provided a \$500 death benefit and certain firemen \$750; others receive no benefit. The proposal is intended to make an identical lump-sum death benefit payable to all retired city and county employees regardless of their other retirement benefits. Persons affected by the proposal include 2,280 police and 521 fire personnel.

A proposal to grant police this increased benefit was among the provisions defeated by the voters in 1958. The present measure does not consider the fact that the city and county now contributes toward police and fire retirement benefits at a rate from two to three times as high as it contributes toward the retirement of other city and county employees. After their retirement, many fire and police pensions go up in accordance with the increase in pay rates for the jobs they once held. This automatic increase in pensions does not apply to other city and county employees.

On the other hand, other retired city and county employees get a \$750 death benefit plus the death benefits from federal social security.

The controller estimates the annual cost of the proposal, if approved, to be \$50,925; the total city liability to be created would be \$605,328.

The City

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No. 1

San Francisco Propositions on the June 2, 1964 Ballot

San Francisco Bureau of Governmental Research

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- E. Retroactive and Future Cost of Living Adjustments for Retired Employees

Improved Lighting On A Major Boulevard



Sunset Boulevard - before new lighting



Same location - with improved lighting.

Proposition "A"
\$7,000,000 Street Lighting Bonds

This bond issue is in accord with the recently adopted program to improve street lighting in San Francisco. There are presently more than 29,000 lights in the city, divided into a dual network of overhead and underground supply systems. The overhead districts owned by the Pacific Gas and Electric Company comprise 46 per cent of San Francisco's lights spread over 82 per cent of the city's street mileage; the city-owned underground districts contain 54 per cent of the lights over 18 per cent of the street mileage. A rate has been negotiated by the city and the Pacific Gas and Electric Company which will allow the utility to convert all overhead districts from the present 4,000 lumen lights to 7,500 lumen mercury-vapor lamps at no increase in cost to the city. The program of overhead conversion will be completed within three years.

The proposed \$7,000,000 bond issue is for the conversion of the city-owned underground districts to the higher intensity mercury-vapor lamps. It is planned that this new lighting will achieve the recommended levels of the American Standards Association for desirable street illumination. Underground systems which are inadequate or physically deteriorated will be replaced. An estimated 7,400 such lights will be removed; 6,700 mercury-vapor lamps, which because of their greater luminosity allow better lighting from fewer units, will be erected. For example, the existing California Street system between Kearny Street and Van Ness Avenue using 4,000 lumen incandescent lamps spaced every 107 feet which provide .07 average footcandles will be changed to 21,000 lumen mercury-vapor lights spaced every 137 feet that provide 1.2 average footcandles at an annual savings of \$488 in operating costs. The projected replacement of the city-owned systems will require five years and does not interfere with the two and one-half mile per year conversion from overhead to underground systems financed through gasoline tax revenues.

Because of the length of time required to replace San Francisco's outmoded and inadequate lighting, work priorities will be established. Improved lighting serves the dual functions of acting as an aid to traffic safety and as a deterrent to crime. Police statistics indicate that the number of street crimes such as aggravated assault (168 day, 439 night in 1962) rises sharply under cover of darkness; the rate of fatal traffic accidents at night is four times the daytime rate despite the fact that only 25 per cent of the vehicular traffic moves at night. A Department of Public Works survey report states that priorities will be assigned to those areas which are first considered dangerous from the standpoint of both traffic and crime, second, locations where lighting falls below recommended levels but which have a low crime or accident incidence, and lastly to those locations where there is an economic advantage in replacing obsolete systems. Some lighting in Golden Gate Park is within the scope of this bond issue.

The street lighting bonds will add \$411,479 to the budget for the next 19 years. On the basis of the present assessment roll, this will add 2.6 cents annually to the tax levy. The city will realize a yearly saving of \$60,000 over present maintenance and operation costs. This figure projected over the 30-year anticipated lifetime of a new lighting system represents a saving of \$1,800,000. This reduces the 30-year cost for adequate lighting, including the sum required for bond redemption, to \$7,564,000.

The passage of this bond issue, along with the Pacific Gas and Electric Company's improvement of its system, will provide a total renewal of San Francisco's street lighting within five years. The result will be to enhance the safety, convenience, comfort and beauty of San Francisco. Proposition "A" is supported by The San Francisco Municipal Conference and its constituent organizations, the police chief, the mayor, and a large number of civic and improvement groups.

Proposition "B"

\$15,623,000 Sewerage And Sewage Disposal Bonds

San Francisco's sewer system has an estimated value of \$500 million. It comprises three treatment plants, 15 pumping stations and 870 miles of sewer mains. The system requires continuing replacements and improvements. Of \$20,368,530 made available in 1960 for sewers, \$14,940,000 has been expended while another \$4,790,000 will be encumbered by March 1965.

The purpose of this bond issue is to provide a continuance of the sewer system's planned program of expansion and betterment. The funds will be used for 25 top priority projects. While these do not cover all of San Francisco's foreseeable sewer needs, an ultimate \$60,000,000 program, it both meets all immediate requirements as well as all projects that can be inaugurated within the next five years. This proposal embraces all sewer construction projects to which the city is committed but for which no funds are available. Highest priority has been given to \$3,600,000 in project costs included in the 1960 bond issue. These were deferred due to unanticipated expenditures necessitated by the California Water Pollution Control Board and the enlargement of several projects initiated since 1960.

If approved, the bonds will be used for:

- 1) Sewer Replacements - \$917,000

Periodic sewer replacement is inevitable; it is required because of chemical attack, structural weakening, ground settlement and abrasion. It has been estimated that a program to replace 100-year-old sewer mains would alone cost in excess of \$5,000,000 a year.

2) Sewer Enlargement - \$7,456,000

Residential construction, industrial expansion and redevelopment reflecting the changing patterns of city use require that pre-1900 undersize lines be enlarged. Increased storm flow demands enlarged facilities to prevent back flooding.

3) Sewer Extension - \$2,550,000

Changing tideland patterns and new state requirements call for outfall extensions; redevelopment projects such as Diamond Heights require extension of the present system.

4) Sewage Collection Systems - \$1,100,000

This sum will be used to meet the increasingly rigid requirements of the Regional Water Pollution Control Board affecting the quality of receiving waters at treatment plants.

5) Treatment Plant and Pumping Station Additions and Betterments - \$3,600,000

This expense is incurred through the periodic need to replace equipment because of the corrosive effects of sewage and the obsolescence of current equipment.

This bond issue as submitted represents a reduction from \$21.5 million following review by the bond screening committee. The net cost of the bonds over 19 years is an annual \$1,041,197, which is equal to a 6.59 cent increase in the tax rate based on the current assessment roll.

It might be observed that the financing of sewage treatment and disposal operations is being accomplished by an increasing number of cities with a sewer service charge related to water consumption.

The passage of these sewer bonds will enable San Francisco to keep pace with new growth, both industrial and residential, as well as meet the increasingly complex pollution controls of the federal and state governments. As a major guardian of public health, continued improvement is required of the sewer system.

In addition to the mayor, the chief administrative officer and the health director, Proposition "B" is supported by The San Francisco Municipal Conference and numerous organizations in the community.

GOLDEN GATE



P R E S I D E N T

U.S. MILITARY RESERVE

1

1

21

20

1

1

10

18

6

1

1

13

14

22

23

PACIFIC OCEAN

U.S. MILITARY RESERVE

7204

7240

U.S. GOVERNMENT PRINTING OFFICE: 1917

1964 SEWER BOND ISSUE

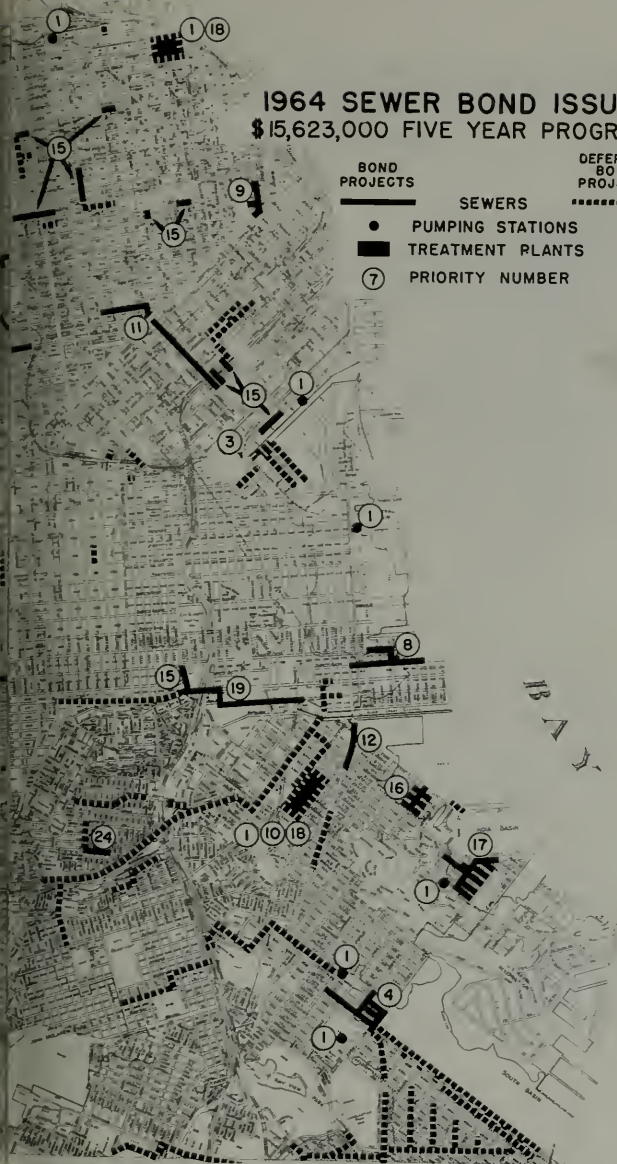
\$15,623,000 FIVE YEAR PROGRAM

BOND
PROJECTS

DEFERRED
BOND
PROJECTS

SEWERS

- PUMPING STATIONS
- TREATMENT PLANTS
- ⑦ PRIORITY NUMBER



Proposed 1964 Bond Projects

<u>PROJECT</u>	<u>ESTIMATED PROJECT COST</u>
1. Additions & Betterments to Sewage Treatment Plants & Pumping Stations, Phase I (Treatment & Pumping)	\$2,500,000
2. Cayuga Auxiliary Sewer - Sec. "D" (Enlargement)	161,000
3. Division St. Auxiliary Sewer - Sec. "B" (Enlargement)	300,000
4. Bancroft & Griffith St. Interceptor & Related Sewers (Collection & Extension)	1,000,000
5. Fillmore-Beach - Sec. "A" & "B" (Enlargement)	554,000
6. Lincoln Way - Sec. "D" (Enlargement)	398,000
7. 24th & Noe Relief Sewer (Enlargement)	313,000
8. 26th & Delaware St. Pumping Station & Related Sewers (Collection & Extension)	800,000
9. Market St. - Front St. Sewer (Enlargement)	350,000
10. Sludge Disposal System Improvements (Treatment & Pumping)	400,000
11. Turk - Taylor - 6th, Sec. "A" & "B" (Enlargement)	891,000
12. 3rd. St. - Arthur to Evans Avenue (Enlargement)	365,000
13. Eucalyptus Dr. - 26th to Junipero Serra (Enlargement)	264,000
14. Lyndhurst Dr. - Junipero Serra Blvd. to 19th Ave. (Enlargement)	220,000
15. Sewer Replacements - Phase I (Replacement)	917,000
16. Keith St. Sewer - Arthur to Davidson Ave. (Extension)	450,000
17. Griffith & Davidson Ave. Pump Station (Collection & Extension)	1,400,000
18. Additions & Betterments to Sewage Treatment Plants & Pumping Stations - Phase II (Treatment & Pumping)	700,000
19. Army St. Auxiliary Sewer, Sec. "A", Hampshire to Islais Creek (Enlargement)	1,355,000
20. Fulton St. Auxiliary Sewer - Sec. "A" - 43rd to Great Highway (Enlargement)	495,000
21. 22nd Ave. - Geary to Lake St. (Enlargement)	307,000
22. Niagara - Louisville to Cayuga (Enlargement)	140,000
23. Mission - Mt. Vernon Sewer (Enlargement)	727,000
24. Crescent Ave. - Andover to Folsom St. (Enlargement)	77,000
25. Ridgewood - Hearst - Santa Rosa Auxiliary (Enlargement)	539,000
Total:	\$15,623,000

(See map for locations of numbered projects)

Proposition "C"

**Removes Probation Period For Employees
Transferred Because Of Automation**

This proposal would amend Charter Section 156.1 adopted in 1962. It refers to permanent employees who are transferred to other positions because of technological advance, automation, or the installation of new equipment. The provision that such transferees serve a new probationary period would be eliminated; the present wording, "An employee transferred under the provisions of this section shall serve a new probationary period," would be deleted.

The effect of this change would be that an employee transferred through technological causes and found ill-suited to his new employment could be returned to his former classification if not suited to the new position or be removed by formal charges under civil service procedures. An employee cannot be transferred to a classification with a higher compensation schedule.

This proposal appears to be of minor practical import since employees will probably want to be placed in positions for which they are well suited.

Proposition "D"

**War Period Retirement Coverage
For Japanese-American Employees**

This proposal would amend the charter by adding Section 161.3. It would grant to employees of Japanese ancestry retirement system credits for the three-year period that they were absent from city service because of the World War II relocation program. To qualify under the proposed charter addition, an employee must have returned to city service within one year after the termination of his evacuation or exclusion. A further requirement is that such an employee now make up his missing contributions to the retirement system. In any event, his absence from city employment is not to be construed as a break in the continuity of service. Upon receipt of the employee's past contributions, the city shall contribute a like amount determined by the present rate of contribution upon the basis of compensation earnable during the period of absence.

The actuary notes that only one employee is covered by this proposal and reports the total cost to the city to be \$3,893 payable at \$354 per annum.

San Francisco

Bureau of Governmental Research

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The City

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No. 2

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 3, 1964 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco 4, California

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EDITOR'S NOTE ON BOND COSTS

On each of the four bond proposals (Propositions "A", "B", "C", "D") the increased costs are shown as being equal to so many cents in the tax rate. It is contemplated that the bond amortization for these issues will be paid from sales tax revenues. However, if the sales tax were not applied to these proposals it would be used for other purposes to be financed from property taxes. Therefore, the tax rate impact of the four bond issues is, as reported by the city and county controller, equal to 25.26 cents in the tax rate.

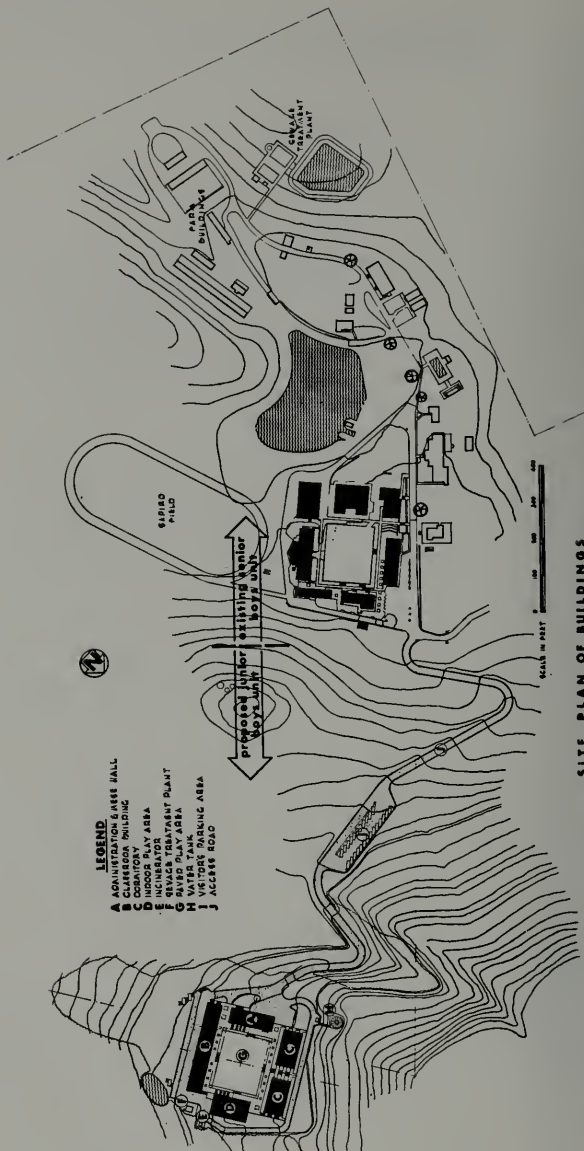
PROPOSITION "A"

\$1,300,000 Log Cabin Ranch Junior Facility Bonds

Log Cabin Ranch, San Francisco's peninsula facility for the rehabilitation of juvenile delinquents at present may only handle boys between the ages of fifteen and eighteen. Proposition "A" is a \$1,300,000 general obligation bond issue designed to construct a 100-bed junior facility for boys within the ten to fifteen year age bracket. To be located on the grounds of the present Ranch at La Honda in the Coast Range Mountains, the junior ranch school will be entirely separate from the facilities for older boys. Construction is scheduled over a three-year period.

Set in a quadrangle, the projected development includes an administration and mess hall building, a classroom structure, two dormitories and an indoor play area. The masonry walls and heavy timber construction will be similar to that of the existing ranch buildings. Also planned are an incinerator, sewage treatment plant, water tank and paved play area. A description of the contemplated structures indicates the scope of Proposition "A".

1. Administration - Mess Hall: The main floor level includes a dining room, cafeteria line, kitchen, storage and laundry facility. The upper floor level is reserved for administration offices, counseling rooms, meeting room and living quarters for at least four supervisors.
2. Classrooms: Unlike the half work, half school day program at the present Ranch, the junior program will be based on a full school day. The classroom building will contain eight classrooms geared to a maximum of fifteen pupils each. Also provided will be a reading laboratory, a crafts room, library and a teachers' community room.
3. Two dormitories: Each dormitory will house a maximum of fifty boys. Provision is made for a "quiet" recreation area devoted to reading, games and television and an area for more vigorous activity.
4. Indoor play area: This is to be a gymnasium type building for the physical education program and general recreation during inclement weather.



SITE PLAN OF BUILDINGS
LOG CABIN RANCH SCHOOL FOR BOYS
LA HONDA, SAN MATEO COUNTY

The Juvenile Court in justifying the need for the proposed junior ranch school cites shrinking private placement resources, the increasing cost of remaining facilities and the growing number of delinquent boys who are made wards of the court. Two child care institutions, Edgewood and Homewood Terrace, have recently discontinued institutional placement. Most of the remaining institutions charge \$325 per month for basic care which does not include allowances for clothing, medical care or psychiatric treatment; by ordinance San Francisco may pay a monthly maximum of \$275 for private institutional placement. Few boys are able to be located in foster homes because the maximum rate for such placement is \$95 per month. The monthly cost per boy at the Log Cabin Ranch averages \$249, for which the California Youth Authority provides a \$95 monthly subvention reducing the net cost to San Francisco to \$154 a month. This figure does not include any support received from parents which reduces public costs. Because of the full-day school program, the estimated monthly cost per boy at the Junior Ranch School is \$300; state aid will lower this to \$205 per month.

Because of the paucity of placement opportunities, a disproportionate number of boys under fifteen is committed to the California Youth Authority. This accounts for San Francisco having the highest commitment of any county in the state for ten to seventeen year olds. Those boys under fifteen who are not committed to institutional care, are returned to their homes under probationary supervision. This has proved largely unsatisfactory because of poor home conditions and proximity to continued delinquency in the neighborhood. Each probation officer presently supervises an average of 125 boys, one-third of whom are in the under fifteen age group. There were 696 delinquent boys under fifteen who were wards or became wards of the court in 1963. Only 20 (3%) were placed in private institutions; 75 (11%) were sent to the California Youth Authority.

The controller estimates the net annual cost of this bond issue to be \$318,567 including operating costs, equal to 1.94 cents in the tax rate. Upon completion of the facility the state will reimburse \$300,000 to the city and provide \$95 per month for each boy.

PROPOSITION "B"

\$31,465,000 School Construction Bonds

Proposition "B" seeks \$31,465,000 in city and county general obligation bonds to implement the building program of the San Francisco Unified School District. The fourteen project, five year construction plan will produce four new schools including a senior high school in Diamond Heights and two junior high schools, additions to two elementary schools and to City College, and the replacement on an expanded scale of five elementary schools. The sum of \$8,005,000 will be used for the modernization, rehabilitation and reconstruction of old but physically adequate buildings; the replacement of fifty temporary bungalow classrooms with permanent construction is budgeted at \$1,500,000. The school district in determining the sites of bond projects has taken into account the shifting pupil population within the city and the need to provide children of all races with modern facilities. No money is allocated for the purchase of land; whatever sums are needed for this purpose will be derived from the sale of surplus property now held by the district. In some instances needed property is already owned.

The San Francisco Unified School District has completed two bond financed construction programs since 1948. The 1948 school building program of \$48,890,000 resulted in twenty-six new schools, primarily elementary, six additions, one reconversion, two buildings for City College and one trade and vocational school; nearly \$7 million was spent for modernization and equipment. The 1956 school bond issue in the sum of \$27 million produced eighteen completed projects including two new senior high schools and four junior high school additions. All of the funds from this issue with the exception of \$340,000 for further modernization of North Beach schools have been expended; the school district has substantially produced in both instances the projects outlined to the voters in the respective bond issues. Only in the area of modernization where the district was required to divert in excess of \$2 million for a fire safety program was the 1956 project schedule significantly altered. Despite San Francisco's relatively stable population the school enrollment has continued to grow. At the present time a plateau in the total pupil population has been reached. Child population is, however, still increasing in some sections of the city, notably the Mission, Visitacion Valley and the Richmond; high school enrollment continues to show a heavy increase. A general rise in elementary pupils is anticipated beginning in 1965.

The following is a summary of enrollment and building use by years:

	1947	1956	1964
Enrollment (ADA)	72,107	84,419	102,401
Elementary Schools	85	102	103
Junior High Schools	11	13	15
Senior High Schools	10	8	9
City College Buildings	3	5	6
Adult and Vocational Buildings	2	3	5

In addition 222 temporary bungalow classrooms are presently in use.

A brief description of the school building projects follows. No order of priority has been established either by the superintendent or the board of education. Cost estimates include anticipated architectural, engineering and inspection fees. Project numbers refer to the center-piece map.

B-1 Diamond Heights Elementary, \$660,000 (new school). This school is to be built at Duncan Street and Amber Drive on land already purchased from the redevelopment agency. Although this school is ultimately planned for 22 classrooms, this first phase will provide only 10 classrooms, offices and an all-purpose room. There is no elementary school in the Diamond Heights area now.

B-2 Senior High School, \$5,830,000 (new school). Also to be located in Diamond Heights at O'Shaughnessy Boulevard and Portola Drive, this high school will be built to accommodate 2,000 pupils. It will serve the Twin Peaks, Miraloma, Diamond Heights and Eureka Valley areas. In 1965 high school enrollment will have reached total capacity of all existing buildings.

B-3 Junior High School - Potrero Hill, \$3,410,000 (new school). This small junior high school for 900 students is to be erected on the site of the existing Carolina Public Housing development at Eighteenth and De Haro Streets which by law must be destroyed by 1970. The school will relieve the overcrowded Everett and Horace Mann junior high schools and draw from five feeder schools.

B-4 Junior High School - Visitacion Valley, \$3,410,000 (new school). New home construction is rapidly increasing the number of junior high students in the Visitacion Valley district. Portola junior high reached capacity in 1963; the Burbank and Pelton junior highs are 450 over capacity. The projected new school, to accommodate 900, is to be built on land already owned by the district; all excess land will be sold.

B-5 City College, \$2,028,000 (addition). The enrollment at City College is expected to reach 9,000 day students by 1967. The science building is currently housing a variety of activities including counseling, business operations and student activities. It is proposed to erect a building of 40,000 square feet to handle these functions, permitting the reconversion of the science building to classrooms and laboratories.

B-6 Bret Harte School, \$660,000 (addition). The Bret Harte School designed to accommodate 600 was built in 1953. The completion of the Alice Griffith Gardens housing project has raised the number of elementary school children in the area to 850, of which 180 are being bussed to other schools. The construction of ten or twelve additional classrooms is planned, together with a child care center and facilities for other community service. Some additional land will be acquired for this project.

B-7 El Dorado Elementary, \$725,000 (addition). Due to the accelerated home construction in Visitacion Valley and the concomitant increase in school population, the district plans to replace the temporary El Dorado Home School with ten permanent classrooms and an all-purpose room.

B-8 Paul Revere Annex, \$841,500 (replacement). The Paul Revere Annex is a wooden building dating from 1917 located in the Bernal Heights district. Further rehabilitation of the present structure is not felt to be warranted. It is planned to replace the present eight classrooms on the present site with twelve classrooms, offices and a multi-purpose room. Some additional land is needed.

B-9 Starr King Annex, \$1,040,000 (replacement). Enrollment is increasing in the area served by this school located at Twenty-fifth and Utah Streets. The present wooden school of twelve classrooms built in 1913 is scheduled to be replaced with sixteen classrooms, office and all-purpose room.

B-10 Burnett Annex, \$715,000 (replacement). Situated in the Hunter's Point district, the annex was built in 1910. The on-site replacement with a twelve-classroom building, including a child care center, will relieve crowded conditions at the Jedediah Smith and Sir Francis Drake elementary schools. Considerable public criticism has been directed to the state of the existing annex.

B-11 Grattan School, \$1,320,000 (replacement). The existing wood frame structure of fifteen rooms was built in 1912; three bungalow classrooms are being utilized. With an increasing student population in the Haight-Ashbury district, it is intended to replace entirely the present facility with a twenty-two room building. An enlarged site is required.

B-12 Cabrillo School, \$1,320,000 (replacement). Built in 1925 as a temporary school, this fourteen room wood frame structure does not justify extensive rehabilitation. A new school of twenty-two classrooms on an expanded site is planned to meet growing enrollment.

B-13 Modernization and Rehabilitation, \$8,005,000. The rather large amount budgeted in this bond issue for modernization and rehabilitation is due in part to the diversion of better than \$2 million from the 1956 bond issue to meet fire safety requirements.

a. Elementary Division, \$3,018,000. Sixteen elementary schools constructed between 1895 and 1911, including Sheridan and Farra-gut, are scheduled for the following work: new lighting fixtures, rehabilitated toilets, installation of intercommunication units, acoustical treatment of classrooms and corridors, replacement of doors and windows where necessary, and installation of water facil-ities in classrooms. This work will cost approximately \$110,000 per school. Ten schools built from 1912 to 1925 are in need of one or more aspects of the aforementioned rehabilitation; it is estimated this will entail \$60,000 per building. Special attention will be di-rected to the expansion and improvement of the Emerson School at California and Scott Streets. The sum of \$218,000 is budgeted for child care centers to provide modernized heating, acoustic treat-ment, improved working facilities and new toilets.

b. Junior High Division, \$1,017,000. Emphasis is to be placed both on general rehabilitation and shop and laboratory moderniza-tion. Major projects are:

School	General Rehabilitation	Shop/Laboratory Modernization	Total
Aptos	\$91,000	\$ 60,000	\$151,000
Everett	65,000	78,000	143,000
J. Denman	10,000	80,000	90,000
J. Lick	70,000	—	70,000
Marina	90,000	120,000	210,000
Presidio	3,000	120,000	123,000
Roosevelt	23,000	90,000	113,000
			<hr/> \$900,000

Fees and equipment raise the cost of the above projects to \$1,017,500.

c. Senior High Schools, \$1,070,000.

School	General Rehabilitation	Shop Modernization	Total
Abraham Lincoln	\$77,500	\$ 30,000	\$107,500
Balboa	67,500	80,000	147,500
Galileo	72,500	120,000	192,500
George Washington	62,500	29,500	92,000
Mission	40,000	124,000	164,000
Polytechnic	—	125,150	125,150
Samuel Gompers	30,000	40,000	70,000
			<hr/> \$898,650

Fees and shop equipment raise these projects to \$1,070,000.

Other major modernization items include \$265,000 at City College to rehabilitate laboratories and classrooms made available by the trans-

fer of student services to a new building; \$460,000 for adult and vocational schools including \$200,000 for the old Lowell High; \$50,000 to prevent vandalism and \$2,000,000 to comply with the Field Act (earthquake resistance).

B-14 Replacement of Temporary Classrooms, \$1,500,000. The district employs 222 temporary or bungalow classrooms, of which 142 were constructed prior to 1943. It is planned to replace 50 of these with permanent construction over the next five years where enrollment levels have indicated permanent need. Maximum replacement is planned for Hunter's Point I and II schools and the Jedediah Smith and Sir Francis Drake schools also in the Hunter's Point area.

The controller reports that over nineteen years the interest requirement of Proposition "B" is \$8,810,200, creating a total debt service requirement of \$40,275,200. The net annual recurring cost is \$2,207,747, equivalent to 13.45 cents in the tax rate based on the present assessment rolls. The school district which uses general obligation city and county bonds does not qualify for state construction aid which is limited to those districts having reached bonding capacity.

PROPOSITION "C"

\$4,890,000 Fire Department Bonds

The proposed \$4,890,000 fire department bond issue provides for the construction of a departmental headquarters building, six new firehouses and reconstruction of an additional eight fire stations. The new firehouses will replace structures occupied by existing engine companies and will entail no personnel increases. Designed to bring San Francisco's fire fighting plant into conformity with current standards of safety and efficiency, Proposition "C" would complete the program of construction and modernization instituted in 1952.

The 1952 firehouse bonds of \$4,750,000 have been exhausted. From this money the city acquired fourteen new fire stations, one new house partially derived from bond funds and eleven reconstructed fire stations. Ten structural surveys relating to a majority of items in Proposition "C" were also made. Due to rising construction costs, low initial estimates and a somewhat protracted building schedule, the number of projects completed with the 1952 authorization is materially less than the original proposal presented to the voters. The current program is based on a five year construction period.

The following examination of the proposed improvements comprising Proposition "C" takes into account projected construction cost increments to the probable time of actual construction. Cost estimates were prepared by the bureau of architecture, department of public works. Project numbers are keyed to the centerpiece map.

New Construction, \$3,009,000

C-1 San Francisco Fire Department Headquarters, \$1,055,000.

The new headquarters building is to be located at 264 Golden Gate Avenue between Leavenworth and Hyde Streets. The structure will be slightly removed from the civic center area on land transferred to the fire department from the department of electricity. The space presently occupied by the fire department in the basement of City Hall will ultimately be required for the expansion of the city's electronic data processing equipment. It is estimated that the headquarters will provide 25,000 square feet housing approximately 70 employees including fire inspectors. No fire fighting apparatus is to be located on the site.

C-2 Engine Company 7, \$310,000. This company, now at 3160 Sixteenth Street, is to be relocated to the Diamond Heights area at Addison and Digby Streets. The land has already been acquired. The building now in use was erected in 1908; a 1952 structural survey of the city's firehouses compiled by H. C. Vensano considered it to be dangerous under earthquake conditions.

C-3 Engine Company 33, \$310,000. The existing house at 117 Broad Street of wooden frame construction was built in 1896. It is planned to build the new station at or near the same site.

C-4 Engine Company 36, \$310,000. A wood frame structure built in 1905 is to be replaced at or near the present location at 551 Twenty-sixth Avenue.

C-5 Engine Company 43, \$310,000. A new structure on the present site at 724 Brazil Street will replace a building dating from 1912.

C-6 Engine Company 28, \$256,000. Situated at 1814 Stockton Street, the new station will utilize the existing first floor slab. The existing house was built in 1913.

C-7 Engine Company 37, \$458,000. It is felt that the location at 2501 Twenty-fifth Street is poor. An engineering survey indicates that the cost of reconstructing this 1918 building approximates that of a new station. A new site will be selected in the vicinity of Napoleon and Jerrold Avenues.

Reconstruction, \$1,632,000

Facility	Location	Construction Date	Cost
C-8 Engine Company 2	460 Bush Street	1909	\$310,000
C-9 Engine Company 3	1067 Post Street	1916	310,000
C-10 Engine Company 8	1648 Pacific Avenue	1917	310,000
C-11 Engine Company 16	909 Tennessee Street	1926	143,000
C-12 Engine Company 18	1298 Girard Street	1915	137,000
C-13 Engine Company 19	1300 Fourth Street	1928	126,000
C-14 Engine Company 17	416-20 Jessie Street	1918	296,000
and Truck Company 1		1925	



Proposition "B"

\$31,465,000 School Bonds

Not shown:

modernization (B-13)

bungalow replacement (B-14)



Proposition "C"

\$4,890,000 Fire Bonds

Not shown:

scattered rehabilitation (C-15)



Proposition "D"

\$9,450,000 Recreation &

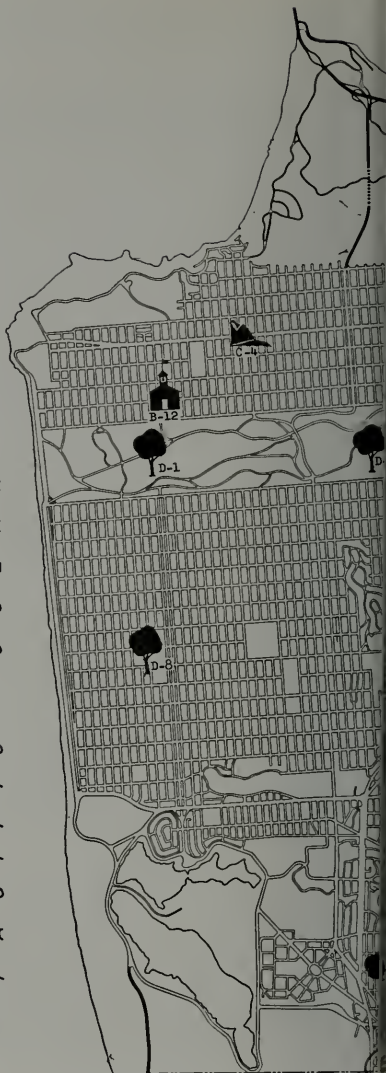
Park Bonds

Not shown:

protective lighting (D-17)

PROJECT NUMBERS REFER
TO BODY OF TEXT

P A C I F I C O C E A N



B O N D P R O J E C T S - P



POSITIONS "B", "C", "D"

C-15 The sum of \$250,000 for rehabilitation chiefly to kitchens and bathrooms is also included in this bond issue.

One of the features of the 1952 program was the extensive relocation of companies to serve newly developed areas while maintaining adequate protection for older districts. This has saved taxpayers the cost of at least three new engine companies or better than \$400,000 per annum. The two projected relocations contained within Proposition "C" will effect further yearly savings estimated at \$270,000.

Opposition may be voiced to the planned headquarters building on the grounds that a separate office building for the fire department is a poor precedent as many other departments face similar space problems. It has been suggested that a city and county office building located in civic center would constitute a better overall solution to the widespread space shortage. The projected separate headquarters may prove to be inconvenient and inefficient for both the general public and other city departments. The ratio of useable square feet to the number of employees housed poses the question of excessive costs.

The controller indicates that based upon a nineteen year amortization the interest requirements of Proposition "C" are \$1,369,200, raising the total debt service to \$6,259,200. Net annual recurring costs of \$342,844 are equal to 2.09 cents in the tax rate.

PROPOSITION "D"

\$9,450,000 Recreation and Park Bonds

Voter authorization of \$9,450,000 in general obligation bonds for additions and improvements to San Francisco's recreational and park facilities is sought through Proposition "D". Major projects incorporated within the issue are an expanded irrigation system for Golden Gate Park, district swimming pools in the Mission and the Marina, Golden Gate Park improvements including restoration of Huntington Falls and the two Dutch windmills, the second phase development of McLaren Park and protective park and playground lighting. Additions ranging from new recreation buildings to tennis courts are planned at twelve sites throughout the city.

This proposition is a reduction from the \$20,605,000 program presented by the recreation and park commission. The mayor's bond screening committee unanimously voted to cut the original thirty-three project proposals by approximately fifty per cent; the committee recommended twelve projects at a cost of \$10,033,750. After hearings by the finance committee, further revisions were made. Of the twelve items approved by the bond screening group, the board of supervisors rejected four, substituted an additional nine projects from the initial program and submitted the issue in its present form. Some members of the board commented favorably on the desirability of geographically locating projected improvements throughout the city.

In 1955 the electorate approved the \$7 million playgrounds and recreation center bonds; this was the most recent proposal put forward by the recreation and park department. The controller reports that the August 10 sale of city bonds included \$695,000 from this issue; there remains authorized but unsold \$405,000.

A description of the projects comprising this bond issue together with estimates of maintenance and operating costs and personnel requirements follows. Project numbers are keyed to the centerpiece map.

D-1 Golden Gate Park Irrigation, \$1,500,000. This item would replace the park's deteriorated water distribution system, install irrigation facilities in uncultivated areas, and provide a new source of water supply. Annual maintenance costs would be \$16,500.

D-2 Golden Gate Park Revitalization and Improvements, \$1,310,000. Improvements scheduled for Golden Gate Park are: the restoration of Strawberry Hill and the reconstruction of Huntington Falls (\$170,000); repaving six miles of park roads that do not qualify for gas tax funds (\$180,000); relandscaping the Chain of Lakes area (\$160,000); drainage systems for the low areas of the park (\$40,000); rehabilitation of the north and south windmills (\$130,000); the establishment of paved bicycle paths (\$50,000); and the addition of nine holes to the existing nine hole golf course (\$280,000). The yearly maintenance and operating costs are \$116,303, which includes fourteen new positions.

D-3 Two District Swimming Pools, \$1,640,750. Enclosed swimming pools are planned on city owned land for the Mission District (Mission Playground) and the Marina District (Funston Playground). Fourteen permanent and four part-time employments are required; annual operating costs will be \$120,938.

D-4 South Park, \$100,000. A general rehabilitation of this park is proposed that will provide a children's area, restrooms and open spaces for children and adults. Costs will be \$8,262; one position is created.

D-5 McLaren Park Development — Second Phase, \$2,500,000. Proposed improvements for McLaren, the city's second largest park, will provide additional water supply and distribution systems, increased landscaping, new playfields, an archery range and a soccer field. Operating costs are estimated at \$91,923 annually. Eight full-time positions and one part-time recreation director will be required.

D-6 Folsom Playground, \$350,000. A modern recreation center is to be erected. Expansion of the park by 18,000 square feet will necessitate the acquisition of five adjacent properties. This project will add two regular employees and one part-time recreation director; yearly costs will increase by \$15,295.

D-7 Crocker-Amazon Recreation Center, \$537,420. A recreation building principally intended for evening use by teenagers and adults

is to be constructed. Operating costs will be \$52,729; six full-time employments will be added together with a part-time recreation director.

D-8 Sunset District Sports Center, \$350,000. Three soccer pitches, a running track and a field house are scheduled for a portion of the land recently declared surplus by the school district. Annual operating costs will be increased by \$48,408; five positions will be added.

D-9 Balboa Stadium Soccer Lights, \$110,000. This addition will permit night scheduling of games at the Balboa Stadium. Yearly maintenance costs will be \$9,634.

D-10 Rossi Playground, \$111,000. A neighborhood recreation building geared to the Laurel Hill, Inner Richmond, Central and Anzavista districts is proposed. No additional land is required. Maintenance and operating costs will be \$22,382 including the addition of both a permanent and a part-time recreation director.

D-11 Douglass Playground, \$130,000. The existing clubhouse and irrigation system are to be replaced. Costs are estimated at \$14,330 with the addition of two full-time jobs.

D-12 Lafayette Playground, \$52,830. Improvements to this small park will consist of a children's playground, a mothers' section and a tennis court. The increased annual operating costs are \$22,837; three additional employments would be needed.

D-13 Buena Vista Park, \$200,000. It is proposed to redevelop the landscaping, reconstruct the roads and paths and develop two children's areas. These improvements will create five permanent positions and additional costs of \$40,407.

D-14 Enlargement of Three Neighborhood Playground Buildings, \$90,000. The recreation buildings at Alice Chalmers, Miraloma and Merced Heights playgrounds are considered too small to meet the demands placed upon them; they are to be replaced on an expanded scale. Maintenance costs will be \$600.

D-15 Alamo Square, \$135,000. The development of a well graded athletic field, construction of a small recreation building and a children's area are planned at this site. Three new positions are involved; operating costs of \$21,564 per annum are anticipated.

D-16 Chinese Playground, \$138,000. It is proposed to replace the existing building with a relocated two-story structure. One regular employment will be created and added annual costs will be \$12,698.

D-17 Protective Park and Playground Lighting, \$195,000. In order to increase public safety and encourage the nighttime use of recreational facilities, floodlighting of paths and access areas will be provided at a number of locations. Annual operating expenses will increase \$25,000.

The supporters of Proposition "D" cite the need to extend and rehabilitate San Francisco's recreational and park facilities, especially Golden Gate Park; improvements are to be geographically distributed to meet growing neighborhood demands. Opponents of the measure claim that the program is poorly planned since three distinctly different proposals were put forth by the department, the bond screening committee and the board of supervisors. It is held that projects were placed in virtually every district in the hope of securing voter approval and without a real examination of need. The question has been raised whether many of the proposed improvements should properly be financed on a long-term capital basis instead of "pay-as-you-go". Ten projects cost \$200,000 or less, one as low as \$52,830; only four items cost in excess of \$1 million.

Based on a five year construction program, the controller reports that the average annual debt requirement for nineteen years is \$636,632. Estimates submitted by the recreation and park department indicate that the annual increase in operating and maintenance costs including additional personnel is \$639,810. The net annual recurring costs are \$1,276,442; this sum is equivalent to 7.78 cents in the tax rate.

Proposition "D" is endorsed by the Recreation and Park Commission, the California Soccer Football Association, the Citizens Committee for More Golf Courses in San Francisco, the Chamber of Commerce and the Federation of Public Employees. It is opposed by the Greater Alamo Square Improvement Association and the Real Estate Board.

PROPOSITION "E"

City Employee Leaves of Absence

Under charter section 153 city employees are limited to a six month leave of absence to accept a position outside of the city and county service. This limitation does not apply to military service. Proposition "E" would amend section 153 to permit city employees an indefinite leave of absence to accept full time employment as a salaried officer or agent of an employee organization, the majority of whose membership are employees of the city and county. It is thought that this amendment will permit the various employee organizations to utilize the experience and leadership potential of their membership to a greater extent; an employee need not surrender his civil service status in order to serve an organization composed largely of city workers in a full-time capacity. Proposition "E", according to the controller, should not affect the cost of government or the tax rate. This proposed charter amendment has been approved by both the Civil Service Commission and various employee groups.

PROPOSITION "F"

Public Works Contract Procedures

Proposition "F" amends the city charter by adding section 95.1. It would empower the board of supervisors to raise by ordinance to a ceiling of \$5,000 the amount of public works which may be performed without formal contract procedures. Section 95 now establishes at \$2,000 the amount of work which "may be performed under contract or written order or by the employment of the necessary labor and purchase of the necessary materials and supplies directly by the city and county." The board has no authority to alter this figure. The present limitation was approved in 1946 changing the amount from \$1,000.

Since 1946 the construction cost index of the Engineering News Record has risen 270 per cent. To perform work comparable to \$2,000 in 1946 now requires \$5,400. An increasing number of small public works must be processed via formal bidding procedures. This involves added paper work, the invitation of sealed bids, the publication of awards and requires more time.

In 1962-63 the department of public works handled 68 informal bids under \$2,000, totaling \$72,046; the average contract amount was \$1,060. In the same year 219 formal bids were awarded amounting to \$9,317,386; the average cost was \$42,545. Of these, fifty-two fell within the \$2,000 - \$5,000 bracket; the sum involved was \$181,632 or an average of \$3,491. In 1963-64 the total of 296 public works contracts was \$27,343,415. The dollar amount of the informal awards was \$78,620 or about one-quarter of one per cent of the total. If a \$5,000 ceiling were in effect this would have amounted to an additional \$148,051; this is one-half of one per cent of all public works contracts.

The controller anticipates that Proposition "F" will have no effect upon the tax rate. It has been endorsed by the chief administrative officer, The San Francisco Municipal Conference, the Associated General Contractors, the Labor Council and numerous professional and civic organizations.

PROPOSITION "G"

Supervisor's Salary Increase

The salary of the board of supervisors is fixed by charter section 10. This amendment would increase the board members' annual rate of compensation from \$4,800, adopted in 1956, to \$9,600.

San Francisco is the only unified city and county in the state. Unlike other jurisdictions which have both city councils and a five member county board sharing responsibility, San Francisco's supervisors act in

a dual capacity. They are elected at large and not as district representatives as is the case elsewhere. Because the nature of other county boards is different with respect to composition and duties comparisons are difficult. The average supervisorial salary in counties with a population of 500,000 to 1,500,000 is over \$10,000 a year. The compensation of councilmen in California cities is generally lower than that paid to San Francisco's board.

The position of supervisor is nominally part-time with the full board meeting but once a week. A recently adopted rules change has altered the board's organizational structure by reducing the number of committees from eleven to six including rules; committees were expanded from three to five members with six serving on rules. This reorganization is intended to unify authority and distribute the workload more equitably. In the past only the powerful finance committee met weekly; others met as infrequently as once a year.

It is a moot question whether the new salary would induce capable candidates who are not financially independent or encourage candidacy of professional politicians to the detriment of the traditional citizen-legislator who is not concerned with compensation. The controller states that should Proposition "G" be adopted the cost of government would be increased \$52,800 annually; this amounts to .32 of a cent in the tax rate based on current assessments.

PROPOSITION "H"

Public Housing Authorization

The constitution of the State of California, article XXXIV, section 1, requires voter approval for the development, construction or acquisition of low-rent public housing. Proposition "H" seeks authorization for an additional 2,500 such units in San Francisco. The city and county housing authority is now allowed to construct and maintain 5,974 low-rent units; 5,436 of these rentals have been built. The John F. Kennedy Towers now under construction will provide 98 accommodations for the elderly; permanent low-rent projects in the planning stage include 202 units for the aged. (Woodside Gardens and Mission Dolores Apartments) and 200 family accommodations to be situated at scattered sites in the Western Addition II area. These figures do not include 2,641 relinquished war housing units chiefly in the Hunter's Point district which date from World War II. These by law must be destroyed by 1970.

Proposition "H" is based on a study conducted by the federal Public Housing Administration at the request of the local housing authority. In 1960 there were 4,933 renter families living in sub-standard dwellings in San Francisco. Among these, 2,570 reported annual incomes for 1959 between \$1,500 and \$5,999. Most potential low-rent ap-

plicants would be expected from this group. Families with incomes in excess of \$6,000 per annum would probably be ineligible for public housing. In 1960 San Francisco had a population of 136,882 aged 60 or over. From this number 8,382 are estimated to be eligible for public rentals. The study concluded that the city could feasibly utilize another 2,500 low-rent units; 1,500 of these should be reserved for the elderly. The ballot proposal language indicates that a portion of the new housing would be specifically designed for the aged.

This program is estimated to cost in excess of \$25 million and will be financed through federal and/or state funds. No city and county property taxes are involved; local taxpayers will, of course, contribute through federal and state taxes. The housing authority currently pays the city \$285,000 a year in lieu of taxes. This figure may be expected to increase if Proposition "H" is approved. The assessor has estimated that on a normal appraisal basis the authority would pay many times this amount.

The principal opposition to this measure centers on its vagueness. No indication of the number of projects involved or their size, design and location has been made public. These aspects of existing projects have caused repeated criticism.

Proposition "H" is supported by Mayor Shelley, the San Francisco Labor Council and the Chamber of Commerce. It is opposed by the Real Estate Board, the Apartment House Associations and the Associated Home Builders.

SAN FRANCISCO HOUSING AUTHORITY
PRESENTLY AUTHORIZED DWELLING UNITS

	Family Apartments	Apartments for Elderly	
PERMANENT HOUSING PROJECTS			
<i>Colly Courts</i> , Patton St. & Appleton Ave.	118		
<i>Portero Terrace</i> , 25th & Connecticut Sts.	469		
<i>Sunnydale</i> , Sunnydale Ave. & Hahn Rd.	772		
<i>Valencia Gardens</i> , 15th & Valencia Sts.	246		
<i>Verinal Dwellings</i> , Army & Harrison Sts.	208		
<i>Westside Courts</i> , Sutter & Broderick Sts.	136		
<i>Harbor Slope</i> , Innes Ave. & Earl St.	226		
<i>Portero Terrace Annex</i> , 23rd & Missouri Sts.	172		
<i>North Beach Place</i> , Columbus Ave. & Bay St.	229		
<i>King Yuen</i> , Pacific & Powell, Pacific & Stockton	234		
<i>King Yuen Annex</i> , Pacific Ave. & Cordelia St.	94	100	
<i>Alemany</i> , Alemany Blvd. & Ellsworth St.	164		
<i>Hunter's Point</i> , Kirkwood Ave. & Earl St.	417		
<i>Arba Buena Plaza</i> , Turk & Buchanan, Turk & Pierce	608		
<i>Arba Buena Annex</i> , Golden Gate & Buchanan	103	108	
<i>Hunters View</i> , West Point & Middle Point Rds.	350		
<i>Pine Griffith Garden Homes</i> , Fitzgerald & Griffith St.	354		
<i>Hayes Valley Apartments</i> , Webster & Page, Webster & Hayes Sts.	191	137	
	<hr/> 5,091	<hr/> 345	
TOTAL PERMANENT IN OPERATION			5,436
PERMANENT PROJECTS IN PLANNING STAGE			
<i>Pine Griffith Garden Annex</i>	38		
<i>Scattered Sites</i> , Western Addition II area	200		
<i>John F. Kennedy Towers</i> , Sacramento nr. Webster St.		98	
<i>Woodside Gardens</i> , adjacent to Laguna Honda Home		110	
<i>Mission Dolores Apartments</i> , 15th nr. Dolores St.		92	
	<hr/> 238	<hr/> 300	
TOTAL PERMANENT IN PLANNING STAGE			538
TEMPORARY HOUSING PROJECTS			
<i>Carolina</i> , 19th & Carolina Sts.	99		
<i>Wisconsin</i> , 26th & Wisconsin Sts.	192		
<i>Candlestick Cove</i> , Blanken Ave. & Candlestick Rd.	338		
<i>Edge Point</i> , Kiska & Southridge Rds.	1,789		
<i>Bay Point</i> , 90 Kiska Rd.	223		
	<hr/>		
TOTAL TEMPORARY			2,641
GRAND TOTAL			8,615

San Francisco

Bureau of Governmental Research

"A non-partisan citizens' agency to cooperate with officials and work for economy and efficiency in municipal affairs."

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HISTORY DEPARTMENT

1. 43

OCTOBER 14, 1965

No. 1

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 2, 1965 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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BOND ISSUES

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EDITOR'S NOTE: BOND COSTS

For each of the two bond issues, Propositions A and B, the increased costs are shown as being equal to so many cents in the tax rate. It is anticipated that the bond amortization of these proposals will be paid from purchase and use tax revenues. However, if the sales tax were not applied to these measures it would be used for other purposes to be financed from property taxes. Therefore, the tax rate impact of the two bond issues is, as reported by the city and county controller, equal to 45.55 cents in the present tax rate.

**SAN FRANCISCO PUBLIC LIBRARY
PROPOSITION A**

San Francisco Medical Center

Proposition A, a \$33,670,000 general obligation bond issue, seeks voter authorization to construct a new medical center on the grounds of San Francisco General Hospital. The proposal envisages a seventeen story hospital housing 780 beds. Totaling 689,517 usable square feet, the facility would provide 554 acute-patient beds including 24 reserved for communicable disease and 136 for tuberculosis patients; 226 beds for psychiatric patients would occupy the eleventh through sixteenth floors. A large out-patient department capable of handling a minimum of 250,000 patients a year will have a ground level entrance separate from the main hospital. Fifteen clinic units, sixteen interview rooms and one hundred twenty treatment rooms are contemplated as part of the out-patient department. Mission Emergency Hospital is to be relocated in the new building with an entrance well removed from regular hospital traffic. All acute-patient treatment currently performed at San Francisco General would be relocated in the medical center. Chronically ill patients would be treated either at other city operated hospitals or in private hospitals on a contractual basis.

The medical center bond issue stems from the master plan for the city hospital system (San Francisco General, Laguna Honda, Hassler Health Home and the five emergency hospitals) prepared in June, 1964, by the San Francisco Hospital Conference. The decision to seek a new multi-story hospital is based on two principal factors: 1) current medical practice demands a centralized plant that promotes efficient use of medical personnel while reducing the distances patients need be transported to treatment areas; and 2) state and federal regulations governing hospital remodeling and construction must be met to qualify for federal-state subventions.

The general hospital occupies a total area of 20.8 acres bounded by Potrero Avenue, Twenty-third Street, Vermont Street and the James Lick Freeway. The main building of the present hospital was opened in 1915 and the maternity-psychiatric building was added in the mid-1930's. In 1954 the voters approved a \$5,830,500 bond issue to modernize and rehabilitate the hospital. These funds plus an estimated additional \$6 million in budget appropriations have been used to comply with fire laws, modernize a number of wards (TB, obstetric, post-surgical and intensive care), remodel the X-ray and surgery suites and

assorted deferred maintenance projects. Further rehabilitation and remodeling is made difficult if not impossible by a state requirement that corridors in patient areas be a minimum of 8 feet wide; the structural columns along many of the hospital's central corridors are only 6 feet apart. State and federal regulations now prohibit wards in excess of eight beds for acute or chronic patients. Remodeling of present 36 bed wards into single rooms would, under applicable codes, produce 20 bed units at a cost two-thirds that of new construction. The decentralized buildings at the general hospital now require that patients be transported considerable distances, as much as a quarter of a mile in underground passages, to reach treatment rooms such as X-ray or the delivery suite. Under applicable codes the current remodeling of the surgery and X-ray suites has resulted in the State's issuance of only a conditional license to the hospital. Complete replacement of these departments is required before 1973.

The site of the projected medical center is in the north central portion of San Francisco General's grounds. The morgue and its garage must be demolished. After construction of the tower, the psychiatric building and the Mission Emergency and surgical building will be razed to complete the out-patient department and emergency hospital. The new hospital will then be closely situated to the pathology building now nearing completion and the already partially remodeled clinical laboratory. Some difficulty in planning the structure is posed by the continuance of eleven private residences between the freeway and the hospital grounds. Twenty-second Street will be blocked by the center; a new entrance will be created from Potrero Avenue. Because of the rise in elevation toward the freeway the separate ambulance entrance to the emergency department will be at second floor level. A multi-deck parking structure for 1,200 cars is ultimately planned on the north side. Funds for this are not included in the bond issue.

If approved, detailed architectural planning for the medical center would require approximately 30 months. Actual construction is planned to begin in mid-1968 with completion of the facility scheduled for 1972.

A brief description of the various medical center departments and facilities follows. They are listed according to their projected locations in the building.

LEGEND

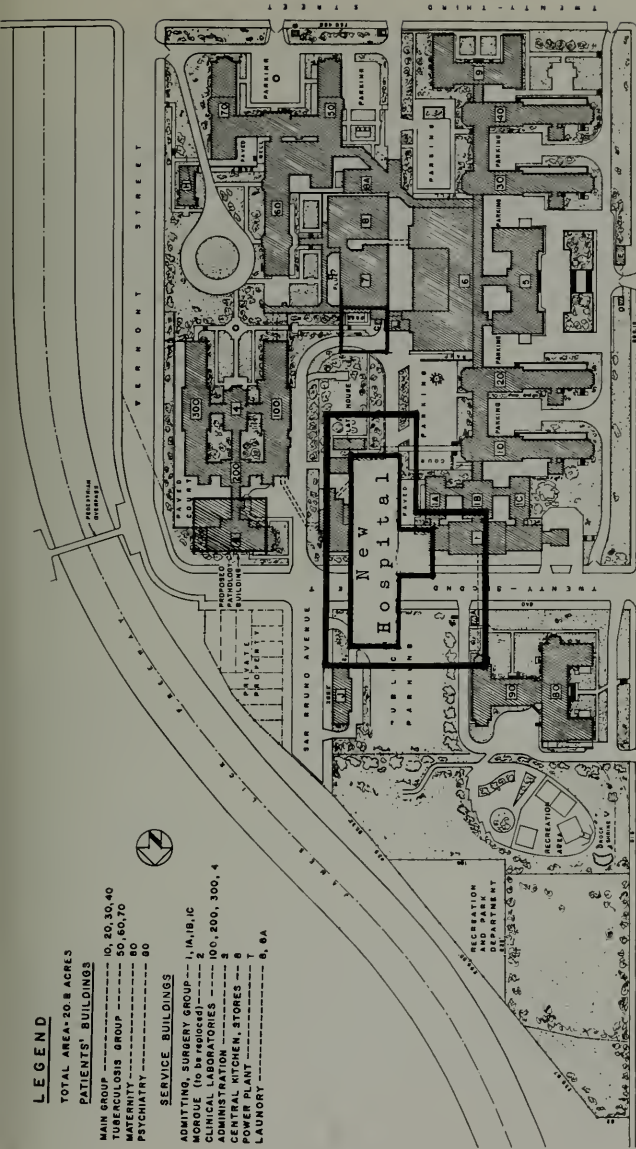
TOTAL AREA-20.8 ACRES

PATIENTS' BUILDINGS

MAIN GROUP ----- 10, 20, 30, 40
TUBERCULOSIS GROUP ----- 50, 60, 70
MATERNITY ----- 80
PSYCHIATRY ----- 80

SERVICE BUILDINGS

ADMITTING, SURGERY GROUP --- 1, 1A, 1B, 1C
MORUE (to be replaced) --- 2
CLINICAL LABORATORIES --- 100, 200, 300, 4
ADMINISTRATION --- 5
CENTRAL KITCHEN, STORES --- 6
POWER PLANT --- T
LAUNDRY --- 6, 6A



Site Plan of Proposed Medical Center within S. F. General Hospital Complex

FIRST FLOOR (89,366 square feet)

The first floor contains the hospital's main entrance, lobby, waiting area and information desk; a corridor leads directly from the entrance lobby to the nine tower elevators. Offices for the cashier and administrative staff are located here. The kitchen, personnel dining rooms and a public coffee shop are in the south wing. In the centralized kitchen, it is planned to have two tray assembly lines for a possible 800 patients; high-speed dumbwaiters will move the trays to patient floors. A dining room will seat 400. The receiving dock and laundry washroom are on the first floor. The pharmacy and medical records department adjoin the out-patient department.

SECOND FLOOR (92,508 square feet)

Because the second floor will be at grade level along the east side of the building, direct entrances to the emergency department are permitted. Two emergency entrances are planned, one for stretcher and another for ambulatory patients. There will be five treatment and two holding rooms; a separate custodial nursing unit of 10 single rooms is reserved for persons under police custody. Five additional out-patient clinic units are located here, as is a 29 bed admitting and diagnostic unit. A fully equipped radiology section adjoins the emergency area. Nearly 20,000 square feet of the second floor is reserved for a clinical laboratory that will connect with the existing clinical laboratory buildings and the new pathology building.

THIRD FLOOR (37,043 square feet)

The high rise portion of the hospital begins at this level which will contain the surgical suite, the post-operative recovery room, the surgical intensive care room and a surgical nursing unit of thirty-eight beds. Fourteen operating rooms are planned.

FOURTH FLOOR (28,963 square feet)

This is to be the obstetrics floor having three delivery rooms, the post-anesthesia recovery room, two obstetrical nursing units (16 beds and 22 beds) and the nurseries. Six single bed labor rooms are planned.

FIFTH - TENTH FLOORS (28,963 square feet each)

These floors are typical nursing floors and will be for acute patients. Each contains two nursing units of thirty-eight beds. Supporting facilities such as pantries, storage rooms and nurses' stations are centrally located, permitting all bed patients to be near windows. The 136 beds for tuberculosis patients will occupy two stories having nursing units of thirty-four beds plus day rooms.

ELEVENTH - SIXTEENTH FLOORS (28,963 square feet each)

The upper stories of the hospital tower will be used for psychiatric patients. The eleventh story will have an admitting unit and two eighteen bed acute-patient units. The twelfth through fifteenth floors will contain both treatment and psychiatric out-patient facilities; 160 beds are divided into eight nursing units. Pediatric-psychiatric facilities are scheduled for the sixteenth floor.

SEVENTEENTH FLOOR (28,963 square feet)

This space is reserved for occupational therapy and recreation for psychiatric patients. Classrooms, an auditorium and a gymnasium are also contemplated.

BASEMENT (58,328 square feet)

This area entirely below grade will house central supplies, general storage, medical record storage, pharmacy storage, housekeeping and physical and occupational therapy facilities.

The controller reports that the interest requirement of Proposition A is \$11,259,850, raising the total debt service requirement to \$44,929,850. Based on a four year construction program the average annual debt service requirement for twenty-one years is \$2,139,517. Patient care currently provided by the San Francisco General Hospital not planned to be accommodated in the proposed medical center but in other facilities on a contractual basis will increase expenses by \$2,836,910 annually. Additional care planned for the new out-patient department will have an estimated yearly cost of \$1,476,736. Revenue now received from the state for Medical Aid to the Aged that will be contracted to other hospitals will result in an annual revenue decrease of \$795,541. Maintenance of the existing hospital plant in "moth ball" condition is anticipated to be \$182,928. Based on the continuance of state funding of 75 per cent for additional psychiatric care this will produce increased revenue of \$1,674,701 annually. The net annual recurring costs are \$5,756,931 which is equivalent to 34.09 cents in the tax rate.

Under the "Hill-Burton" and "Kennedy" Acts federal and state money up to a maximum of two-thirds the construction costs is available to communities. Allocation of these grants is through a complicated system of priorities for specific health need purposes. The hospital consultant who prepared the current plan has estimated that the city might qualify for \$11-\$12 million. The chief administrative officer has placed the possible federal/state subvention to the medical center at from \$12 million to \$15 million. The board of supervisors recently

passed a resolution stating that any such funds actually received are to be used in lieu of selling authorized bonds or for debt service.

Some unanswered questions still remain about the medical center proposal. The future impact of Medicare on community supported health facilities is not known. It is doubtful if anyone in the country can predict with authority how the new legislation will change and possibly revolutionize medical services. It may be noted that changed MAA (medical aid to the aged) legislation increased the load on public and private hospitals.

The bed capacity in the contemplated new hospital will represent a reduction from the present level. San Francisco General Hospital now has 943 beds in 35 open wards; an additional four standby wards contain another 131 beds for undesignated needs. Total present capacity is 1,074. The new hospital will have a minimum of 780 beds with a special 9 bed clinic operated by the federal government in the clinical laboratory building continued in existence. Bed capacity will be reduced by 285. The following table compares beds at San Francisco General and the projected center:

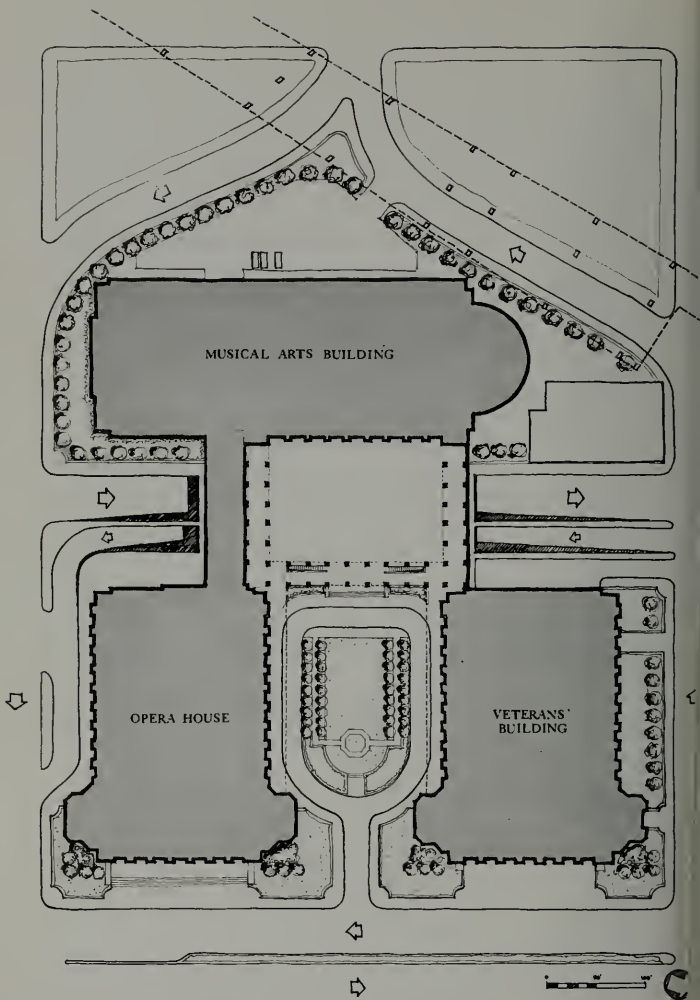
San Francisco General (present)		Medical Center (proposed)
Medical-Surgical	569	340
Maternity	42	38
Bassinets	(34)	(34)
Pediatric	40	40
Tuberculosis	186	136
Psychiatry	106	226
	<hr/>	<hr/>
Sub-Total	943	780
Undesignated	131	
Health Service Clinic		9
	<hr/>	<hr/>
Total	1,074	789

The reduction in the number of beds reflects a changed concept of the general hospital. The present plant houses both acute and chronic patients; the new hospital will provide no chronic treatment. Because of this separation the city is faced with the \$2,836,910 annual cost of providing services now performed at San Francisco General in other hospitals or homes on a contractual basis. The transfer of chronic patients to other institutions also decreases state MAA funds by \$795,541 per year. One may expect that the city will have to examine the question of publicly supported chronic facilities in the near future. The Laguna Honda Hospital with 1,785 beds is near capacity.

Some doubt exists as to what uses the existing general hospital buildings will be put if the medical center is approved. Present plans are indefinite calling for conversion to offices, staff housing, custodial care units for alcoholics or transfer to other departments. The expenditure of better than \$11 million since 1954 in the present buildings demands that a proper function for their continued use be found.

Excluding nursing homes, San Francisco has a total of 28 hospitals with a capacity of 9,016 beds. Aside from the city operated hospitals, these include the state financed University of California hospital complex (570 beds), 3 federal hospitals (Letterman, 850 beds; U. S. Public Health Service Hospital, 443 beds; and Veterans Administration, 440 beds), three proprietary hospitals having a total of 198 beds and nineteen voluntary or non-profit institutions with a capacity of 3,971. Several institutions currently have building programs under way or contemplated. Among these are Letterman, the University of California, St. Francis, Franklin, and Mt. Zion. The 165 bed Mary's Help Hospital is scheduled to relocate in Daly City this fall; this move will leave only St. Luke's and San Francisco General in the southern half of the city. To qualify for federal and state assistance new hospital construction or modernization must meet priorities established by the State Bureau of Hospitals, Department of Public Health. The 1968 projected bed need is 9,746. A total of 816 new beds will be required for either short-term or long-term psychiatric patients. Thus in the competition between hospitals for financial aid, the net result is new facilities with a shift in use rather than new total capacity. The state foresees no additional acute-patient capacity required for San Francisco. This tends to explain both the reduction in overall size and the shift in emphasis between the proposed medical center and the existing San Francisco General Hospital.

The medical center bond issue has been endorsed by the mayor, the chief administrative officer, the board of supervisors and the director of public health. It has also been approved by The San Francisco Municipal Conference.



SITE PLAN - WAR MEMORIAL CULTURAL CENTER

PROPOSITION B

\$29,000,000 War Memorial Center Bonds

San Francisco's War Memorial, comprising the Opera House and the Veterans' Building, was constructed in 1932. Proposition B seeks \$29 million in general obligation bonds to modernize and rehabilitate the two buildings and construct a new Musical Arts Building. The cultural center proposal contains the following elements:

1) **Rehabilitation and Modernization — \$9,900,000:** Close to \$10 million is earmarked for use on the present War Memorial. Two million is scheduled for the complete modernization of the San Francisco Art Museum's quarters on the fourth floor of the Veterans' Building. Another \$2,100,000 is designated for use in the veterans' areas including \$584,000 to modernize the 1,106 seat auditorium. The size of this auditorium will be reduced to 1,050. Work on the Opera House is estimated to cost \$5,800,000. This sum will be used chiefly to modernize the stage electrical, mechanical, lighting and rigging equipment; air conditioning is to be installed at an estimated cost of \$1,010,000. A complete itemization of planned rehabilitation and modernization expenses is contained in Appendix A.

2) **New Construction — \$15,400,000:**

a) **Musical Arts Building: \$10,750,000.** A new structure housing both production and performing facilities is contemplated to the west of the War Memorial. The building will provide a 2,200-2,700 seat hall suitable for ballet, musical comedy, recitals and theater usage. The 3,252 seat capacity of the Opera House is normally considered too large for such performances. With the Masonic Auditorium seating 3,200 and both the Curran and Geary Theaters having 1,500 seats, there is no medium-sized auditorium for the arts in the city. Included in the building are to be administrative offices for San Francisco's resident Opera, Symphony and Ballet companies. Production facilities to be provided include a separate mock-up stage the same size as that of the Opera House with a 90-foot high fly gallery, chorus rehearsal room for 85 singers, two blocking stages (52 x 46 feet) and a hall with storage space for orchestra rehearsals. A variety of dressing rooms, a carpenter shop, scenery storage space and costume rooms are planned. A public restaurant is to be located in the Musical Arts Building.

b) **500-car garage: \$3,040,000.** A 500-car underground garage will be built underneath the expanded War Memorial to serve both the public and performers. The original plan for the cultural center bond issue contained a 700-car garage but this was reduced after an independent survey by consulting engineers.

c) **Franklin Street underpass: \$1,500,000.** Franklin Street is scheduled to be depressed between Grove and McAllister Streets. This will serve the dual function of providing an entrance to the new garage and permitting the three buildings to be connected with a spacious garden and statuary plaza. Work on city streets will cost an added \$110,000.

3) **Land — \$3,700,000:**

The site of the proposed Musical Arts Building is the area bounded by Franklin, Grove, McAllister Streets (exclusive of the California Bar Association Building) and the Central Freeway. Total land to be acquired is 120,818 square feet. The price amounts to \$30.62 per square foot. Land costs have been reallocated from the original February report prepared by the consulting architects which called for 88,300 square feet at a cost of \$2,625,000. The additional land and street costs would permit the city to construct diagonal streets behind the Musical Arts Building to Fulton Street.

One of the chief arguments cited by proponents of Proposition B is that the construction of the Musical Arts Building increases the potential revenue which can be derived from the Opera House. During the 1964-65 season there were 173 performances in the Opera House which produced a gross revenue to the city of \$96,427.30; this is an average of \$557.38 per performance. The 1965-66 budget for the War Memorial is \$532,656, of which \$436,306 is from ad valorem taxes. The 173 performances held in the Opera House during the 1964-65 season are as follows: San Francisco Symphony, 61; San Francisco Opera, 42; San Francisco Ballet, 17; Spring Opera, 9; California Civic Musical Arts Foundation, 18; Cosmopolitan Music and Arts Association, 17; miscellaneous, 9. An additional 72 days were required for opera rehearsals effectively closing the Opera House from July 1 through the middle of September. Of the remaining 109 days of "open" bookings, 90 were usable only for performances of one or two nights.

Estimates of future greater utilization of the Opera House and

Musical Arts Building have been based on: 1) the desire of the Spring Opera to expand its season to six weeks; 2) an expected five weeks or 40 performances during a ballet season; and 3) contact with major booking agents. It has been predicted that an additional 90 performances could be held in the Opera House and that the Musical Arts Building will be used for 344 performances. This includes 28 weeks of consecutive bookings.

The problem of limited availability of the Opera House is exacerbated because an expanding Symphony season limits its use by other groups such as Spring Opera. The San Francisco Ballet, one of the two resident companies in the United States, has no adequate theater of its own and difficulty in obtaining time in the Opera House. It is possible that failure to provide a theater for this group will cause the Ballet to relocate in another city.

Another major problem is the limited production facilities at the Opera House. Stage equipment is, in many instances, inadequate or in need of replacement. Separate production facilities for rehearsals, scenery construction and staging would not only free the Opera House for more performances but assure San Francisco's continued prominence as a national center of the performing arts.

A number of questions may be raised concerning Proposition B. The first is the high cost per stall of the projected parking facility. The \$3,040,000 expense of the underground garage equals \$6,080 per stall which is far higher than construction costs of other major garages that have involved city financing.

A second factor is the \$4,100,000 planned rehabilitation of the Veterans' Building. Under terms of the War Memorial Trust the lower three floors are reserved for veterans' affairs. Though this area is not well utilized, scheduled renovations of this part of the building will cost \$2,100,000. The remaining \$2 million is for a total reconstruction of the San Francisco Art Museum area. It may be argued that even with such an expenditure the museum would still suffer from a poorly known, remote location having inadequate room for expansion and ancillary activities.

Further questions have been raised concerning the site and style of the Musical Arts Building. The site behind the War Memorial, requiring a \$1.5 million underpass and extensive street work, is subject to re-examination because of the proximity of city-owned property im-

mediately to the south of the Opera House. The old Commerce High playing field is owned by the Board of Education and now used for a parking lot. Doubt also remains whether funds provided would achieve a building of comparable grandeur with the existing War Memorial.

On a priority basis the city has many urgent needs. This issue has not been evaluated against these proposals. Impending plans include large bond issues for the airport, the municipal railway, a sports-convention center, main library, recreation and parks and the still unresolved issue of a new city office building or a new court house. In relation to city priorities it may be further added that the War Memorial cultural center will serve a basically limited audience.

The controller reports that interest requirements for Proposition B are \$9,701,825, bringing its total debt service requirement to \$38,701,825. Based on a report prepared for the War Memorial Board of Trustees, it is the "considered judgment" of the controller "that revenues from the proposed new and reconstructed facilities can be increased so as to more than offset the estimated increase in operating and maintenance expense." The architectural consultants estimate that with the proposed facilities the current tax support of \$436,000 would be reduced materially. Opponents of Proposition B contend that city tax support would be increased. The anticipated average bond interest and redemption requirement for 20 years is \$1,935,092 annually. This is equivalent to 11.46 cents in the tax rate.

The War Memorial Center bonds have been endorsed by numerous individuals and groups, including the mayor, the board of supervisors, the Chamber of Commerce and the Labor Council. It has been opposed by the Real Estate Board, the Central Council of Civic Clubs, the Building Owners and Managers Association and the Apartment House Associations, Consolidated.

PROPOSITION C

Retirement System Benefits Set by Board of Supervisors

Proposition C is the most important and controversial charter amendment to appear on the local ballot in recent years. By adding section 158.01 to the charter, the board of supervisors would be empowered with wide latitude to change by ordinance the retirement benefits of city and county employees. Most changes affecting city pensions currently require voter authorization. A simple majority of the eleven member board would be sufficient for enactment of such ordinances if this measure is adopted. Retirement matters presently subject to board action by ordinance require approval by three-fourths of the board.

The proposal declares that all benefits now provided under the charter are "minimum benefits only." Since this would relate to some fifty pages of provisions in the charter which would be subject to liberalization by ordinance, it could only lead to a hopelessly confused mixture of valid charter language, superseded provisions and ordinances. A draft of the amendment prepared by the city attorney's office repealed forty-three sections; originally such charter revision was presented as one of the proposal's virtues. The version introduced by spokesmen for employee organizations was approved by the board of supervisors without significant change.

In the last twenty years, fifty-six proposals have appeared on the ballot affecting the retirement system. Of these, forty-two involved known yearly costs totaling a net of \$10,330,753. Approval was granted twenty-three cost determined propositions having net annual costs of \$2,866,796. Eight amendments involving either no costs or unknown expense were also passed. The voters have rejected nineteen cost determined propositions since 1945 whose reported initial cost was \$7,463,957. These estimates are minimum and do not take into account cumulative costs and rising salaries over the period. An additional six proposals involving either no expense or unascertainable expenses were defeated.

The San Francisco City and County Employees' Retirement System has existed since January 8, 1932. Prior to 1922 the Fireman's Relief Fund and the Police Relief and Pension Fund existed as separate retirement systems for police and firemen under the charter then in force. Effective April 1, 1922, a Retirement System was established for "aged and disabled city employees." These three systems continued under their separate boards until consolidated at the time the present charter became effective in 1932.

The San Francisco Municipal Conference has declared its opposition to Proposition C. The Conference position is based on the desire

PROPOSITION C AS PRESENTED TO BOARD OF SUPERVISORS
BY CITY EMPLOYEE REPRESENTATIVES

SECOND DRAFT

CHARTER AMENDMENT

Section 158.01. The Board of Supervisors is hereby empowered to act by a vote of a majority of its members, an ordinance or ordinances providing retirement and death benefits under the Retirement System, in addition to the retirement and death benefits provided by this Charter; all of which benefits provided by this Charter are hereby declared to be minimum benefits only; provided that the Board of Supervisors shall secure, through the Retirement Board, an actuarial report of the cost and effect of any proposed change in the benefits before enacting an ordinance providing for such benefits.

Contributions to the Retirement System necessary to provide benefits enacted pursuant to this section, if applicable to members under Section 165.1 or 171.1 shall be provided in the manner stated in Section 165.2 (H), Section 168.1.10 or Section 171.1.10 respectively; or if applicable to members under Section 165, according to methods prescribed by the Board of Supervisors. Any additional benefits provided by such ordinance and which are applicable to beneficiaries who, on the effective date of such ordinance, are already receiving allowances under the System, shall be funded according to methods prescribed by the Board of Supervisors.

Proposed by Municipal Improvement League

July 9, 1965

to: Governmental Services Committee
Board of Supervisors
July 13, 1965

pe-3-afl-cio(113)

Only word change in ballot measure: "the System" becomes "the retirement system"

to preserve voter control over the benefits and costs of the retirement system. The system, composed of more than 20,000 active and nearly 6,000 retired members, has reserves in excess of \$325 million. The 1964-65 budget was \$16,893,715 including tax support of \$12,760,841. The failure of the retirement system to use \$25,000 available to modernize the benefits within their present charter framework is also cited by The Conference. In 1963 and 1964 this modernization was side-tracked for costly employee proposals which were defeated by the voters. The Municipal Improvement League, consisting of the employee organizations sponsoring the latest proposal, has termed it "a retirement proposition to end all retirement propositions." Two arguments for the amendment are that other legislative bodies set retirement benefits and it is difficult to present these matters to the electorate. The League has a reported campaign fund goal of \$70,000.

It is impossible to estimate what costs might be involved in this proposed charter amendment since no actual changes in benefits are involved now. Two liberalizations have been approved by board ordinance this year with costs over \$2 million. Recent retirement changes that have been rejected by the electorate include retroactive and future cost of living adjustments for retired employees (\$1,300,000 annual cost) and social security coverage in addition to normal pension benefits at a cost of \$3,300,000 a year. It is reasonable to assume that some of the costly proposals of the kind rejected at the polls would be before the board of supervisors if this amendment meets voter approval.

PROPOSITION D

Payment For Stolen Personal Or Public Property

Proposition D would amend section 151.6 of the charter to permit the board of supervisors to enact ordinances governing the replacement of or release from liability for personal or public property stolen from city employees. The present section, adopted in 1962, allows the board to pay the costs of replacing or repairing equipment or property damaged in the line of duty without fault of the employee. A three-fourths vote or nine supervisors is required for such payment to miscellaneous employees. The proposed amendment would extend this procedure to stolen property. In the case of public funds, an employee may be released from liability and, where necessary, the money in the employee's

possession may be replaced. The chief purpose of this proposition is to protect a blameless employee, particularly on the Municipal Railway, from liability for thefts. There is no known opposition to this measure. However, the success in meeting the stated objectives of the proposal without encouraging negligence with public moneys or fraud will be dependent on the procedures adopted by the board of supervisors. It is impossible to determine what costs might be involved.

PROPOSITION E

Guaranteed Forty-Hour Pay on Municipal Railway

Proposition E, amending charter section 125, would guarantee a minimum forty hours pay for municipal railway platform personnel. The measure requires that an operator report "on each day of his regularly assigned work week at such times and places and in a manner prescribed by the public utilities commission, in uniform, ready and able to work a minimum of eight hours." If an individual does not earn in a given week a sum equal to that which he would have by working forty hours at straight time, he will be paid the difference between actual earnings and the amount for forty hours at straight time. Such payments will be credited as service rendered for purposes of the retirement system. The amendment would not affect the provisions of charter section 125 defining the basic hours of labor for platform men or bus operators as eight hours to be completed within ten consecutive hours before overtime rates become effective.

It is a fairly general transit practice to specify some type of work guarantee for platform men. Provisions of a guarantee vary widely throughout the country, some systems using a daily and others a weekly basis. A guaranteed forty hours per week or its equivalent is now recognized by the transit systems of Baltimore, Chicago, Cleveland, Detroit, Los Angeles, New York City, Oakland, Milwaukee, Philadelphia, Washington, D. C. and others.

The Municipal Railway has approximately 2,000 men classified as conductors or motormen. Since most schedules are now geared to a minimum forty hours per week, the new provision applies almost exclusively to extra men. Based on a timeroll analysis of one scheduled work week each in October (1964), December (1964), February (1965) and June (1965), the average annual cost of this measure is estimated

to be \$51,000. This is equivalent to three-tenths of a cent in the tax rate. It may be noted that the cost estimate is based on a survey during which the railway has experienced a manpower shortage. The general manager of utilities has stated that efforts are being made to improve the manpower situation and "the cost of 'guaranteed' pay will increase by an amount that cannot be estimated as the shortage diminishes and comes closer to par." If the manpower shortage is alleviated, it is possible that increased costs could be offset by reducing the amount of over-time now paid.

Supporters of the measure cite improved employee morale because of the security of regular employment. It may be argued that a guaranteed week will help curtail personnel turnover and aid recruitment. On the other hand, Proposition E is counter to the intent of charter section 150 prohibiting payment for time not worked. During the current fiscal year the tax supported deficit of the municipal railway is budgeted at \$8,950,005.

PROPOSITION F

Temporary Training Positions Exempt From Civil Service

The Economic Opportunity Act of 1964, the anti-poverty program, has made funds available to the city for job training and economic assistance. Proposition F would add section 142.6 to the charter exempting from civil service examination procedures such training and assistance positions when they are funded in whole or in part by federal or state agencies. Under the proposed measure, exempt positions may not involve functions normally performed by persons appointed under regular civil service procedures. Immediate supervisory posts concerned exclusively with training and assistance programs may be exempted by rule of the civil service commission. The commission will determine the length of any exemptions.

It is argued that the city's continued participation in such training programs is jeopardized by present civil service requirements. A Neighborhood Youth Corps Project at the watershed in San Mateo County has been engaged in thus far. The public utilities commission and the board of supervisors have approved application for a second Youth Corps project at the Crystal Springs reservoir to extend twenty-six weeks. The plan would enroll 410 out-of-school youth and employ

39 field conservation foremen, 2 general foremen and one project coordinator.

Proposition F was initiated by the civil service commission. The controller reports that adoption of this proposal would not affect the tax rate.

PROPOSITION G

Expands Membership Of Police, Fire, And Civil Service Commissions

The police, fire, and civil service commissions are appointed by the mayor and presently consist of three members each. Proposition G, by amending charter sections 35, 36, and 140, would expand the membership of the three commissions to five. These three highly sensitive bodies are the only commissions having fewer than five members. The most common size of city commissions is five and includes the public utilities, city planning, and social services (welfare) commissions, the board of permit appeals and the parking authority, redevelopment agency, and the housing authority. The recreation and parks and the library commissions are composed of seven members. Police and fire commissioners serve four-year terms; the term of a civil service commissioner is six years. All may be reappointed.

Advocates of this proposition maintain that greater community representation would be possible through expanded membership. The "formula" under which appointees are now selected for the three groups is geared toward religious and labor representation. It is felt, although it is not specified in the measure, that greater minority representation would result from adoption of Proposition G. It is also argued that increasing the memberships will more effectively provide for a division of responsibility and give greater assurance of obtaining a quorum of commission members. On the other hand, it may be pointed out that the three boards have functioned effectively with three members since the adoption of the charter in 1932, that expansion might encourage politics on the commissions and that the so-called "formula" does not bar minority representation. The controller reports that increased annual costs would be \$7,200. Proposition G is opposed by the police, fire, and civil service commissions.

APPENDIX A

WAR MEMORIAL

REHABILITATION AND MODERNIZATION COSTS

1. *Veterans' Building*

Section I — Architectural

a. Copper Roofing Repair	\$	31,000	
b. Glass Skylights		90,000	
c. Loggia off Library-Lounge		10,000	
d. Repair Cast Stonework		23,000	
e. Acoustic Treatment Room 134		2,500	
f. Recreation and Social Activities Rooms		283,800	
g. Acoustical Treatment — Museum		14,800	
h. Auditorium Modernization		584,000	
i. Art Museum Redesign and Rehabilitation		1,000,000	
			\$2,039,100

Section II — Vertical Transportation

a. Rehabilitation — Redesign of Elevators	\$	132,500	
			\$ 132,500

Section III — Mechanical

a. Air Conditioning Art Museum	\$	282,200	
b. Air Conditioning Auditorium		(incl. above)	
c. Air Conditioning Recreation and Social Rooms		(incl. above)	
			\$ 282,200

Section IV — Electrical

a. Auditorium — Main Switchboard			
Dimmer Lighting	\$105,000		
b. Wiring for Air Conditioning System	10,000		
			\$ 115,000
Subtotal			\$2,568,800
General Contractor's Fee — 10%			256,880
Base Cost			\$2,825,680

2. *Opera House*

Section I — Architectural

a. Copper Roofing Repair	\$	24,000	
b. Repair Cast Stone Work		36,000	
c. Plaster		28,000	
d. Wind Screen		9,000	
e. Screen between Lobby and Foyer		6,500	
f. Acoustic Treatment — Refreshment Area		17,000	
g. Revisions to Concession Areas		35,000	
h. Restaurant		17,500	
i. "Green Room"		2,500	
j. Re-rigging of Fly Gallery		55,000	
k. Re-curtain stage		105,000	
l. Cycloramas		99,000	
m. Stage Traps and Bridges		500,000	

n. Modification and Replacement of Seating	237,270	
o. Additional Boxes and Modifications to Grand Tier	250,000	
p. Upper Balcony Extension	5,000	
q. Sidewalk and Central Court Settlement	15,000	
r. Repainting	87,000	
		<hr/>
		\$1,528,770
Section II — Vertical Transportation		
a. Rehabilitate Elevators	\$ 162,850	
		<hr/>
		\$ 162,850
Section III — Mechanical		
a. Rehabilitation of Existing Heating Controls	\$ 5,800	
b. Air Filters in Ventilating System	3,610	
c. Air Conditioning	1,010,000	
d. Installation of Showers	11,000	
		<hr/>
		\$1,030,410
Section IV — Electrical		
a. Stage Lighting and Controls	\$ 700,000	
b. Cyclorama (wiring only)	15,000	
c. Stage Traps and Bridges (wiring only)	30,000	
d. Wiring for Air Conditioning System	40,000	
e. Additional Grand Tier Boxes	6,000	
f. Closed Circuit TV System	30,000	
g. Inter-communication System	20,000	
h. Sound Effects Systems	75,000	
i. Rewiring Lighting Power Circuits	50,000	
		<hr/>
		\$ 966,000
Subtotal		<hr/>
		\$3,688,030
General Contractor's Fee — 10%		368,815
Base Cost		<hr/>
		\$4,056,845
3. <i>Rehabilitation and Modernization Estimate</i>		
Veterans Building Base Cost		\$2,825,680
Opera House Base Cost		4,056,845
Total Base Cost		<hr/>
		\$6,882,525
Construction Contingency for Field Conditions	4%	\$ 286,375
Fees, etc.		
Department of Public Works	2%	136,550
Bond Costs	1%	68,275
Architects-Engineers	10%	682,750
Contingency Fund for Expected Increase in Construction Costs — 3 yrs. @ 4%	12%	819,300
Contingency Fund for Added Overhead, Supervision, Lost Time due to Continuous Occupancy of Buildings	15%	1,024,125
		<hr/>
Total Cost of Rehabilitation and Modernization		\$9,899,900

The City

I. 44

OCTOBER 24, 1966

No. 1

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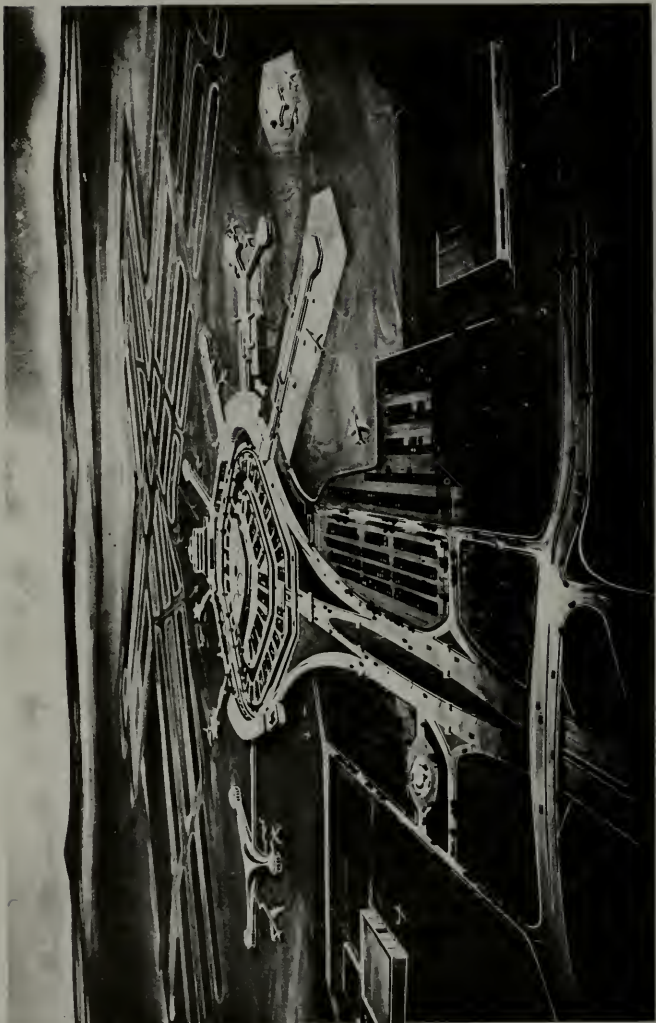
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SAN FRANCISCO INTERNATIONAL AIRPORT

PROPOSITION A

\$95,500,000 AIRPORT BONDS

A continuing program of improvements and enlargement of San Francisco International Airport to meet rapidly growing passenger and cargo requirements would be financed by this bond proposal. The major improvements would be the addition of a North Terminal to the existing South and Main Terminals, completion of the 8,000 car garage, a permanent air cargo center, a heliport atop the garage plus funds for a downtown heliport and improvement of present terminals and access roads.

San Francisco's airport ranks as the fourth largest in passengers and freight in the United States and the fifth in the world. Its growth has been impressive. In 1962 there were five million passengers, last year there were nine million. By 1970 this is expected to increase to thirteen million and by 1973 between sixteen and eighteen million. The capacity of the airport is now approximately twelve million passengers. Air cargo has had a similar striking growth, rising from 105,424,013 lbs. in 1960 to 333,351,729 lbs. in 1965. Added to these problems of volume will be the introduction of new planes such as the extended jets with 490 passenger capacity and in the 1970's the supersonic jet.

This bond issue would provide a six year program to accommodate the present and anticipated growth. According to the master plan for the facility, there would be succeeding phases of expansion. The need for regional planning of airports in the Bay Area by that time will probably mean that future expansion will be planned and financed on an area-wide basis. The projected revenues and expenses of the airport have led the city and county controller to the conclusion that the present \$95,500,000 would be financed from revenues. There are two airport bond issues being retired now. Revenues have made the airport self-supporting for almost a decade. For the fiscal year ending on June 30 the airport reported revenues of \$12,239,210, an increase of \$2,532,591 over 1964-65.

The economic importance of the airport to San Francisco and the Bay Area was illustrated during the strike by airline mechanics this summer. The tie-up lasted for over a month. During that time it was estimated that the loss amounted to a million dollars a day. In some quarters this was considered as too

low an estimate with some industries such as cut flowers being crippled by severe reduction in shipments. For purposes of computing revenue to the city and county the utilities accountants have stated that each passenger going through the airport produces almost a dollar of revenue.

Proposition A has received the support of numerous groups including The San Francisco Municipal Conference which includes the major business and taxpayer organizations in the community. This widespread endorsement is made with confidence that the essential improvements involved in this issue will be paid off by the burgeoning airline travel and freight industries.

PROPOSITION B

\$96, 500, 000 MUNICIPAL TRANSIT SYSTEM BONDS

This bond proposal is intended to accomplish two principal objectives — the replacement of old equipment with modern buses and cars and the first step in establishing fast-transit corridors. One corridor which would be financed by Prop. B is an underground extension which runs from west of the Twin Peaks Tunnel to 19th Avenue and Holloway.

Viewed as a comprehensive transit plan this program is estimated to involve up to \$400 million in cost. With the federal mass transit legislation, local officials are hopeful that much of this program can be paid for from federal sources. Two of the five corridors proposed would be subject to later financing — these are the Sunset and Richmond district subways. The Mission subway to Daly City will be built by the Bay Area Rapid Transit District. The fifth and sixth corridors involve accelerated bus service between downtown and the Marina and Bay View districts.

A three-county transit study which engaged transportation consultants and the participation of Bay Area Rapid Transit, Alameda-Contra Costa and local utilities officials provided much of the background information for this purpose. This was organized as a federal transit demonstration project with some local funds. The origin-destination phase of the survey was the most detailed ever made in this area with 225,000 combinations of possible rides. The recommendations of the consultants were used in formulating the present bond issue.

The condition of equipment on the present Municipal Railway operation is an important factor in the bond issue. With almost a thousand vehicles the management has pointed out that none of them is now being manufactured. Special orders and even local manufacture of cable cars may be necessary. Much of the rolling stock is old (72 buses 1948 vintage) and has high mileage - over 500,000 miles. Tracks are reported to date back to 1914 and some shops and yards are badly in need of repair or replacement.

Perhaps the main thrust for the development of faster transit (with rapid transit-type cars going underground into the residential districts) is the advent of area-wide rapid transit. With 80-mile per hour trains serving the East Bay suburban areas it becomes incumbent upon San Francisco to speed up service to its residents.

One segment of the Bay Area system will run underground out Mission Street and is expected to cut running time to less than half that now prevailing.

Two arguments against the Muni bond proposal which have been raised are its cost and the substitution of streetcar service with rapid-transit high-platform cars which will require transfers and a feeder bus system. Among the ballot arguments paid for by opponents of the bond issue heavy emphasis is placed upon the dependence upon future federal grants and the cost.

Official estimates of the controller state that the average amount of \$6,125,400 a year for 20 years would be equal to 34.7 cents in the tax rate. The local transit system this year requires \$9,288,105 from the tax levy which amounts to 52 cents in the tax rate. The Bay Area Rapid Transit District is receiving 41.7 cents in the local rate this year. This will rise to about 65 cents in a few years.

Proposition B is favored by many business, labor and civic organizations. Most of the Municipal Conference constituents have acted favorably upon the proposal. The need for the replacement of equipment and the rehabilitation of facilities is clear; this makes up about two-thirds of the bond issue. The desire to obtain faster service is also widely shared. The problems of federal aid and a suitable fare structure will have to be met as they develop. Perhaps the overriding consideration is the necessity to integrate our local public transportation with BARTD.

THE CITY, OCTOBER 24, 1966

COMPONENTS OF COMPREHENSIVE TRANSIT PLAN

Rapid and Surface Transit Vehicles

75 rail rapid transit cars with advanced styling	\$11,300,000
660 "new look" motor coaches	24,360,000
150 modern trolley coaches	6,330,000
Sub-total — Rolling Stock	<u>\$41,990,000</u>

Cable Car Program

Extensions	
Powell line to Fisherman's Wharf	\$ 360,000
California line to Embarcadero Plaza	250,000
Improvements to ways and structures	1,730,000
Restoration of cable car barn	285,000
5 additional cable cars	175,000
Sub-total — Cable Cars	<u>\$ 2,800,000</u>

Ways and Structures

Rapid transit extension from St. Francis Circle to 19th & Holloway, including electrification	\$23,600,000
Paving and refinishing Sunset Tunnel for joint bus and rail operations	3,600,000
Modernization of Twin Peaks Tunnel including track renewal, rebuilding Forest Hill Station and tunnel signal system	4,740,000
Sub-total — Ways and Structures	<u>\$31,940,000</u>

Shops, Yards and Garages

Coach Service Facilities	\$ 6,450,000
Rail Storage Yard and facilities	9,450,000
Shop and garage equipment	1,400,000
Sub-total — Shops and Garages	<u>\$17,300,000</u>

Fare Collection

Equipment for rapid transit stations and surface vehicles	\$ 1,500,000
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Radio-Telemetry Equipment	<u>\$ 970,000</u>
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TOTAL	\$96,500,000
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PROPOSITION C

CONSOLIDATION OF BUILDING PERMIT AGENCIES (Bureau of Fire Prevention and Public Safety)

A more rapid and efficient issuance of building permits would follow from the approval of this charter amendment. Proposition C amends Section 38 and 38.01 of the charter which defines the responsibilities of the Bureau of Fire Prevention and Public Safety in the Fire Department. Two important changes are proposed. One would require the detailing of fire department personnel to the department of public works for plan checking and review. The second change would increase the salaries of fire inspectors and retain them in the bureau. They would not be eligible for promotional positions outside the bureau.

The present method of issuing building permits here is one of the slowest in the nation. Permits must go from the central permit bureau to building inspection, City Planning, the Fire Department, Public Health and back to Public Works. This process can require several weeks and work a hardship on the applicant, his contractor and the craftsmen. With consolidation of these departmental operations the time required for permit issuance should be reduced considerably.

PROPOSITION D

FOUR WEEKS VACATION AFTER 10 YEARS SERVICE

Prop. D is a city and county employee sponsored measure which would provide 20 working days vacation after ten years service. The present charter provision is for ten working days vacation after one year and 15 working days vacation after five years. Employees can accumulate unused vacation time and carry it over to another year within a limit of 30 working days. Holidays occurring during a vacation are not considered a day of vacation.

Proponents of four weeks vacation have cited four week periods granted by other public agencies. With few exceptions these agencies require considerably more than ten years service before allowing lengthy vacations. Several jurisdictions allow four weeks after twenty years duty. In private employment the vast majority of companies do not have a four-week vacation provision for their office employees.

The controller checked the departments for their estimate of vacation replacements if Prop. D is approved. The cost reported is \$598,243 a year of which \$555,447 would affect the tax rate. This is equal to 3.15 cents in the tax rate. Because the number of positions in local public service is increasing rapidly (over 700 this year) the long-term cost of this proposal may be much higher than the present estimate.

The San Francisco Municipal Conference has opposed Prop. D because it is not in accord with generally prevailing practices in private and public employment.

PROPOSITION E

FRINGE BENEFITS FOR POLICEMEN AND FIREMEN

Under this amendment the board of supervisors would be empowered to enact ordinances which would provide overtime, longevity (long service) and night and/or split shift pay differentials for police and firemen. The amounts of the fringe benefits to be granted would be limited by those paid in California cities over 100,000 population. In addition to the specified benefits the measure provides that other premium pay differentials "of any type whatsoever" may be based on those paid elsewhere.

This amendment would remove from voter control several items of compensation which would normally be provided by the charter. When the amendment specifying that a survey be made of California cities to place a ceiling on local salaries was drafted in 1951, all fringe benefits were specifically excluded. By using the device of a supervisors' ordinance to provide these fringe benefits, the voters are bypassed and the cost is unknown. The practice of the supervisors with salaries has been to match the highest reported in the state. Cities the size of Anaheim and Torrance could be used to establish fringe benefits for thousands of local uniformed employees. While there may be justification for inclusion of fringe benefits in policemen and firemen's compensation package, the method employed in this amendment is certainly questionable.

Prop. E is opposed by The San Francisco Municipal Conference as a poor approach to the fringe benefit problem with a future cost that is completely unknown.

PROPOSITION F

RETIREMENT BENEFITS for SURVIVOR of PERSON DYING BEFORE RETIREMENT and for PERSON CONVICTED OF CRIME

Prop. F involves two changes in retirement benefits which are unrelated. The first would protect the survivor of an employee eligible to retire who dies before retirement by providing an optional allowance. The second would reduce the pension allowance of an officer or employee convicted of a crime involving moral turpitude. The amount would be that produced by his own contributions to the retirement system.

The continuance provision applies mainly to persons between the ages of 60 and 65. At present the survivor of an employee who dies in service can receive a lump sum payment of contributions made plus six months' salary. Proposition F would provide the option of a monthly payment of one-half the retirement allowance the employee could have received on the date of his death. This continuance is a common provision in other retirement systems and would tend to keep experienced personnel in service until age 65. The cost of this phase of the amendment is reported by the actuary at \$97,897 a year.

In the case of an officer or employee convicted of a crime involving moral turpitude in connection with his duties, he could either withdraw his contributions or receive an annuity based on his accumulated contributions. This provision resulted from the conviction of the assessor and his subsequent service retirement pension.

PROPOSITION G

DISCIPLINARY PROCEDURES

Present methods of handling disciplinary cases in the city and county service by the department would be replaced by uniform procedures and provision for hearing officers, by this charter amendment. The civil service commission would prepare rules covering notification, charges, the hearing, the penalties and review of the decision. Expert hearing officers who would be attorneys experienced in arbitration would be provided.

Appointing officers in the departments are now responsible for charging employees in discipline cases, conducting hearings and setting the penalties, subject to possible review and reversal by the civil service commission. The penalties are suspen-

sion or dismissal. Critics of the present system feel that it forces the department head to act as prosecutor, judge and jury and requires his valuable time. The use of hearing officers under uniform rules would be expected to improve the situation.

One provision in Prop. G would allow the board of supervisors to approve, amend or reject the rules proposed by the civil service commission for disciplinary matters. This is considered by some to be an undesirable power as it could result in the board writing the rules for an important administrative agency. Because of this provision The San Francisco Municipal Conference has recommended disapproval of Prop. G.

PROPOSITION H

CERTIFICATION OF EMPLOYEES

A simple change involving recertification of an employee to the same city and county department would be effected by this amendment. At present an employee terminated during his probationary period may only be certified to another department. This measure would allow the employee to be recertified to the same department from which he was terminated. Reasons for termination during probation may include illness, accident or leave of absence. Dismissal from the service can also result from termination.

As there are a number of occupations which are limited to one department, such as health and transit, it is only simple justice that an employee terminated for reasons beyond his control be recertified for further employment. Of course, the civil service commission must exercise discretion on cases involving disciplinary problems or lack of competence before recertifications are made.

PROPOSITION I

LEAVE OF ABSENCE PROCEDURE

This amendment is similar to Prop. G in that it would delete certain provisions in the charter governing leaves of absence and substitute rules to be formulated by the civil service commission. The board of supervisors would have the power to approve, amend or reject the civil service rules. Before amend-

ing the rules, however, the board would have to receive a report on the amendments from the civil service commission.

The current charter language regarding leaves to take a position outside city and county service, to leave the area or to take a city and county job unrelated to his civil service position, limits such leaves to a period of six months. One of the stated purposes of the amendment is to allow longer leaves so that employees can accept assignments in such organizations as the Job Corps and Peace Corps.

Placing the power of amendment of the civil service rules in the board of supervisors is considered objectionable in this proposal as it is in Prop. G.

PROPOSITION J

APPOINTMENT OF ATTORNEYS

A requirement that attorneys in the office of city attorney, district attorney and public defender be qualified to practice in all courts of the state for two years before appointment would be deleted by this amendment. This would mean that recent law school graduates could be appointed in these offices.

During discussions in committee the district attorney favored dropping the two year requirement as he would like to employ persons interested in criminal law directly out of law school. After two years some young attorneys are established enough so that they do not want to make the change into criminal law. The public defender opposed the amendment because he feels that his deputies must have several years' practice. A deputy city attorney pointed out that deleting the two year provision would not prohibit the appointing officers from requiring any number of years' experience for these non-civil service posts.

PROPOSITION K

ARBITRATION BOARD FOR FIRE DEPARTMENT

Section 36.10 would be added to the charter by Prop. K and would create an arbitration board for settlement of employee disputes and grievances. Matters not settled between the fire commission and the employees arbitration and grievance committee could be referred to the new board. The board would be made up of a member of the fire commission, an employee rep-

representative and a third member appointed by the mayor. If there is a disagreement over the third member an alternative method of selection is specified. The subjects to be covered are discipline, work schedules or working conditions. The findings of a majority of the three member board would be binding.

Prop. K is supported by the firefighters' union and other city employee groups. It is opposed by The San Francisco Municipal Conference.

Inasmuch as the principal function of the fire commission is the maintenance of an effective fire-fighting force, it appears that any usurpation of authority by an arbitration board would seriously weaken the operation of the commission.

PROPOSITION L

INCREASING POLICE COMMISSION TO FIVE MEMBERS

The membership of the police commission would be increased from three to five members by this proposal. The intent is identical to that of Prop. G on the 1965 ballot (which included the fire and civil service commissions) and which failed by a large margin.

Proponents of this and the two following amendments point to the number of commissions with five or more members and contend that the large number is more representative. They also refer to the changed ethnic make-up of the population and argue that minority groups could be named to these expanded commissions.

Opponents of L, M and N believe that the three member commissions have served well and that an enlargement is not necessary to obtain community-wide representatives. They point out that there is no assurance that any greater proportion of minority group members would be appointed if these amendments were approved. The San Francisco Municipal Conference is opposed to Prop. L, M and N.

PROPOSITION M

INCREASING FIRE COMMISSION TO FIVE MEMBERS

The fire commission would be increased from three to five members. The discussion under L applies to this amendment.

PROPOSITION N

INCREASING CIVIL SERVICE COMMISSION TO FIVE MEMBERS

The civil service commission would go from three to five members. At present the three member commission has overlapping appointments for six years spaced two years apart. The intent of this has been to keep a new mayor from having immediate control over personnel and salaries. However, Prop. N provides for appointment of two additional members in July 1968 so that a mayor elected in 1967 would have majority control within six months of beginning his term of office.

PROPOSITION O

REMOVING LIMITATION ON DEFICIT UTILITIES

A limit of three-fourths of a cent in the tax rate for capital improvements for deficit public utilities would be removed by this amendment. The charter requirement that capital costs in excess of the limit be financed by bonds would also be repealed.

The Municipal Railway has not been self-supporting for many years. It is, therefore, limited to the amount that three-fourths of a cent in the tax rate can produce to make additions, betterments, extensions or other capital improvements. This year this amounts to about \$130,000. The Muni has a budget of \$30,500,405. Passage of a bond issue is the method provided in the charter to meet these capital expenses for a deficit utility. Prior to an amendment in 1956 there was no budget provision for improvements on a tax-subsidized utility; at that time the three-fourth cent provision was approved. A leasing plan for bus equipment was used as an expedient for several years to meet the transit system's needs.

Proponents of Prop. O believe that the present limit is unrealistic and restrictive on a large operating utility. Obtaining the approval of bond issues is often difficult and unpredictable. Although opponents have not articulated the basis of their opposition, they apparently feel that removal of the limitation would be an invitation to greater spending and increased deficits.

PROPOSITION P

PALACE OF FINE ARTS COMMISSION

Proposition P would create a commission for development, administration, management and operation of the Palace of Fine Arts. The mayor would appoint the eleven member commission subject to confirmation by the supervisors. The mayor and the president of the recreation and park commission would be ex officio members. The regular term of commissioners would be six years. Five of the members need not be residents of San Francisco. The Recreation and Park Commission would maintain the grounds except parking areas. Positions of managing director and secretary serving at the pleasure of the commission would be authorized.

The Palace of Fine Arts is now in the process of being rebuilt. Proponents of this amendment believe that a citizens' group is necessary to obtain the full utilization of the completed structure. They state that the Recreation and Park Commission has indicated it wished to be relieved of administration of the facility.

The San Francisco Municipal Conference is opposed to the creation of another commission with its secretariat and attendant expenses. It is their position that the Recreation and Park personnel and the commission are well equipped to manage the restored Palace of Fine Arts.

An estimate by the controller shows that administrative costs would be increased a minimum of \$49,000 annually, plus a \$5,000 initial expense for equipment.

PROPOSITION Q

RETIREMENT COVERAGE-POLICE AND FIREMEN ON LEAVE FROM REGULAR POSITIONS

This amendment would extend police and fire retirement benefits to policemen and firemen who are on indefinite leave of absence to accept other city and county positions. At present there are a limited number of employees who have taken positions in offices such as the disaster corps and the district attorney. They do not retain the specialized retirement coverage which they had in the police and fire departments.

Prop. Q is opposed by the Civil Service Association, a city and county employee organization. They contend that this would provide coverage based on hazardous duty while the employee is on leave from police and fire work. The controller has reported the increased cost at \$4,892 a year based on the present number of employees on leave.

The City

1.45

OCTOBER 25, 1967

No. 1

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 7, 1967 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

C O N T E N T S

BOND ISSUE

Prop.

A \$98,000,000 Airport Bonds

CHARTER AMENDMENTS

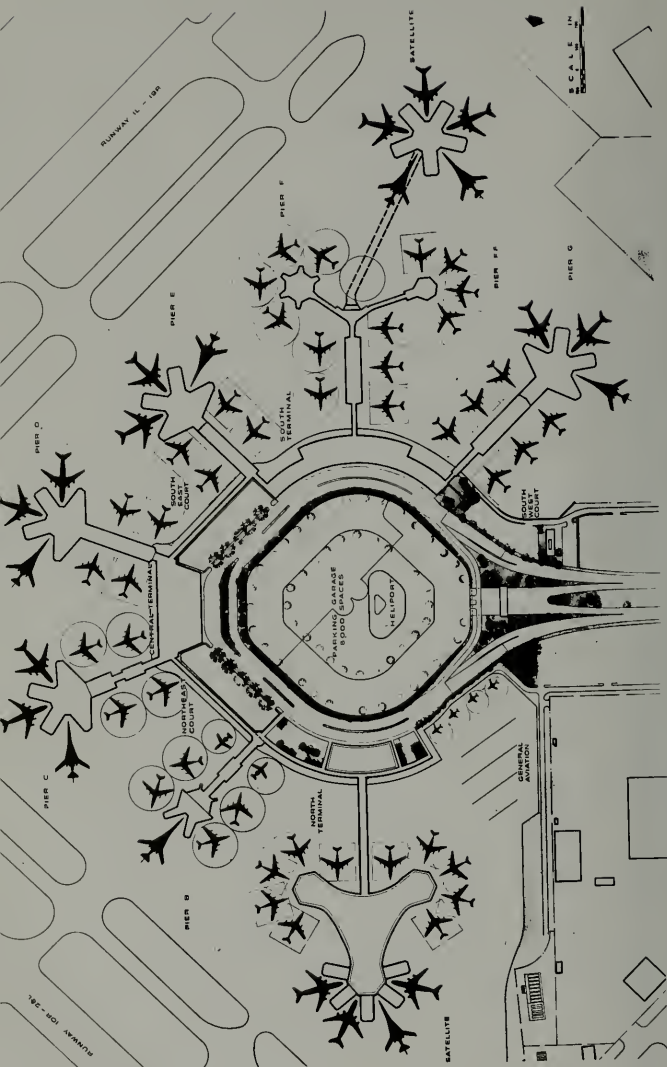
- B Budget Staff for Board of Supervisors
- C Reduction in Age of Police Applicants from 21 to 20
- D Qualifications of Board of Education Nominees
- E Four Weeks Vacation after 15 Years Service
- F Salary Standardization Date for Police and Firemen
- G Fringe Benefits for Transit Employees
- H Defining "Time of War" for Civil Service Purposes
- I Increased Retirement Benefits for Sheriff and Deputies
- J Appointive Positions in City Planning Department
- K Appointive Administrator for S. F. General Hospital
- L City and County Loans for Residential Rehabilitation
- M Arbitration Procedure for Fire Department
- N Repeal of Prohibition of Business Tax

INITIATIVE CHARTER AMENDMENT

- O Property Tax Limitation

INITIATIVE DECLARATION OF POLICY

- P Declaration of Policy on Vietnam



PROPOSED S.F. INTERNATIONAL AIRPORT TERMINAL COMPLEX

PROPOSITION A \$98, 000, 000 AIRPORT BONDS

The proceeds from the sale of these bonds would be used to finance a continuing program of improvements and enlargement of San Francisco International Airport. These modifications are essential to meet rapidly growing passenger and cargo requirements. Approval of Prop. A would permit the necessary changes to be made without any cost to the taxpayer as the bonds would be financed entirely from airport revenues.

The airport plays a significant part in the economic life of San Francisco. The city and county benefits from this activity in the following ways:

- . Passengers and goods moving through the Airport provide direct stimulation for San Francisco's transportation, lodging, entertainment, and other industries.
- . Each passenger going through the Airport produces almost a dollar of revenue to the city and county.
- . The Airport currently employs over 31, 000 people with a payroll of more than \$200 million a year.
- . Airlines and other Airport tenants currently spend more than \$105 million a year for supplies, goods and services.

These contributions to the economic life of San Francisco depend on the Airport's ability to accommodate passengers and cargo. The Airport is now operating at nearly full capacity. Any further growth requires that existing facilities be expanded. Without this expansion it is likely that the Airport and the economic activity it generates will remain static or decline.

The approaching obsolescence of the present Airport facilities arises out of a rapidly increasing volume of air traffic. Passenger volume has increased 180 per cent in the last ten years and air freight has increased 427 per cent in the same period. Not only is the volume of air traffic growing, the rate of increase is accelerating with the bulk of growth in recent years. For example, passenger volume rose 33% and air freight rose 60% since 1965.

A large scale program of improvement and expansion is vital to meet the demands which will soon be placed on the Airport. The bulk of the program would be financed by the sale of \$98 million in bonds if Proposition A is approved. The tabulation below shows how the money would be spent.

SAN FRANCISCO BUREAU OF GOVERNMENTAL RESEARCH

A.	<u>Passenger facilities.</u> Including new North Terminal, North Satellite, South Satellite, and modification of existing piers and other facilities to meet anticipated demands in the immediate future. These improvements will be able to accommodate the 490 passenger aircraft that will be in service by 1970 and the supersonic jets of the mid-70's.	\$36,185,000
B.	<u>Garage Expansion</u> Two-stage expansion of existing 2,700 parking space garage to 8,000 spaces with required access roads.	\$23,270,000
C.	<u>Cargo Facilities</u> Construction of approximately 260,000 square feet of interim warehouse space and 800,000 square feet of permanent warehouse space.	\$25,180,000
D.	<u>Roadways</u>	\$ 4,845,000
E.	<u>Field improvements</u> and other operational facilities	\$ 5,500,000
F.	<u>Miscellaneous</u> Including \$500,000 for a permanent downtown heliport, expanded industrial and sanitary waste facilities, utility system improvements, and maintenance buildings.	\$ 9,080,000
	Cost of total program:	\$104,060,000

Of this total \$98,000,000 would come from the sale of bonds and \$6,060,000 from the airport budget. Prop. A. provides for the sale of general obligation bonds rather than airport revenue bonds because the former are easier to market as well as having a lower interest rate and a shorter repayment period.

If approved, bonds authorized by Prop. A would be sold over a six-year period beginning in early 1968. They would be repaid over a fifteen-year period. Analysis of past performance and future demand clearly indicates that Airport revenues will be sufficient to pay the entire cost of the bonds. For the past ten years, the Airport has been wholly self-supporting. Two bond issues are being retired now. San Francisco and other cities have found that airport expansion pays for itself. In view

of the exploding demand for air transportation, there is little doubt that this will continue to be true.

The Airport complex represents a large previous investment. San Francisco and the airlines have put over \$220 million in the Airport. If these facilities are allowed to become obsolete the money that has already been spent may be partly wasted. Good business practice as well as common sense dictate the modernization of plant and equipment to meet future requirements.

The pressing need for Airport improvement is a result of the rapid rate of technological advance. Large aircraft and supersonic jets will be in service soon. These changes create an urgency that nullifies the argument of those who would postpone Airport expansion until area-wide financing is available. Area-wide financing is in the planning stage and should provide the basis for later stages of airport growth. However, there is no possibility that these arrangements will be made in time to provide for the demands of the immediate future.

If preparations are not made now for the imminent revolution in air travel, it is quite possible that San Francisco will be bypassed in favor of Los Angeles or Seattle. That the continued economic and civic contributions of the San Francisco International Airport should be assured by the approval of Prop. A is the recommendation of the major business groups that comprise the San Francisco Municipal Conference, small business groups, improvement clubs, labor organizations and elected officials.

TEN YEAR GROWTH OF PASSENGER'S CARGO AND REVENUES San Francisco International Airport

Fiscal Year	In and Out Passengers	Air Cargo Pounds	Revenue Dallars
1957-58	4,046,524	88,273,790	\$3,925,967
1958-59	4,275,675	103,177,998	4,504,820
1959-60	5,017,479	111,986,915	5,567,085
1960-61	5,051,650	119,585,659	6,126,091
1961-62	5,706,640	147,478,811	6,787,118
1962-63	6,352,389	162,138,459	7,352,929
1963-64	7,448,244	202,277,518	8,412,888
1964-65	8,349,365	295,379,619	9,706,619
1965-66	10,089,150	405,653,145	12,239,210
1966-67	11,311,969	465,423,981	14,077,797
% of Increase in 10 years	180	427	258

PROPOSITION B

BUDGET STAFF FOR BOARD OF SUPERVISORS

This charter amendment empowers the Board of Supervisors to appoint an analyst. It would be his duty to assist the Board in its fiscal duties, primarily in analysis and review of the budget and consideration of appropriation ordinances. The analyst would appoint such other analysts as might be provided for in the budget.

Proponents of Prop. B contend that the present budget-making process is faulty and that this has contributed to uncontrolled spending and high taxes. They point to the fact that in the space of a few weeks, the five member Supervisors' Finance Committee must review a document over two thousand pages long which provides for the expenditure of over 400 million dollars. In these circumstances, it is extremely difficult for the Board of Supervisors to devote the kind of attention to the budget that would result in elimination of waste and duplication. In this view, an analyst would provide invaluable professional assistance. Also, he would be concerned year-around with studies of new employments, justifications of old employments, and with surveying state and federal aid programs to which San Francisco may be entitled. Supporters of this measure say that the State of California has been saved millions of dollars by its legislative analyst, and that similar results could be expected in San Francisco.

The chairman of the supervisors' finance committee was the leading opponent of this proposal. He maintains that an analyst could not produce any startling savings. Large parts of the budget are either mandatory, such as health and welfare, or by policy of the board, such as wages and salaries. Budget analysts would have little or no control over these areas. The controller is presently in charge of technical budget accounting services and will be better equipped to handle the budget advisory function as his data processing program develops. The analyst and his staff would occupy high level, non-civil service positions, not under the Clerk of the Board, who is a civil service employee and has responsibility for office operations. Employee opponents of Prop. B argue that the creation of an office which is outside the civil service structure and duplicates the work of other offices is organizationally unsound and contrary to the civil service spirit of the Charter. The civil

service commission opposes "B" because it provides for positions exempt from civil service without any limitation.

Estimates of the cost of this proposal vary from \$28,000 per year for one analyst to \$200,000 per year with staff positions.

PROPOSITION C

REDUCTION IN AGE OF POLICE APPLICANTS FROM 21 to 20

Proposition C would reduce the minimum age of applicants for employment in the Police Department from 21 to 20. The present requirement that appointees be at least 21 years of age would remain unchanged. The purpose of this amendment is to allow the administration of the entrance examinations to men between the ages of 20 and 21, which is not possible now under Charter provisions.

The Chief of Police and the Police Commission feel that this change would aid in the recruiting of qualified police officers. Many young men honorably discharged from the armed services, or graduated from junior colleges, are 20 years of age. Under current regulations, these men are not permitted to take the police test. Rather than wait a year to take the test, many seek other employment. Because of this age restriction, a number of potentially good candidates are lost to law enforcement.

Several other large California cities permit 20 year olds to take police qualifying examinations. Proposition C is intended to make the San Francisco Police Department's recruitment program more competitive with other cities and other kinds of employment.

PROPOSITION D

QUALIFICATIONS OF THE BOARD OF EDUCATION NOMINEES

This measure would require Board of Education nominees to file a statement of qualifications not exceeding one hundred words with the registrar. These statements would be included in the pamphlet mailed to voters before the election.

At present, no information about these nominees is mailed

to the voter. The names and qualifications of all other local candidates are printed in the voter's pamphlet. Proposition D is designed to rectify this situation by presenting to the voters the same kind of information about Board of Education nominees that is now presented about all other candidates for office.

San Francisco's unit of the League of Women Voters sponsored this amendment. It would serve an important function for the voters whose first exposure to Board of Education nominees now is seeing their names in the voting booth.

PROPOSITION E

FOUR WEEKS VACATION AFTER 15 YEARS SERVICE

This amendment is a city and county employee-supported measure which would provide 20 working days vacation after 15 years of service. The present Charter provision allows ten working days vacation after one year and 15 working days after five years. Employees can accumulate unused vacation time and carry it over to another year within a limit of 30 working days.

A number of other public agencies grant four-week vacations after periods ranging from three to twenty-four years. Extended vacations are less common among private employers and are usually provided only after 20 or 25 years service. Proponents of "E" feel this added benefit could aid the city in recruiting and retaining high caliber employees. At the same time, there might be some decrease in the efficiency of city operations with experienced workers off the job for longer periods.

The Controller estimates the cost of this proposal at \$557,464. Of this, \$521,078 would affect the property taxes and is equivalent to 2.4 cents in the tax rate. Because the number of positions in local public service is increasing, it is possible that the long-term cost of this measure will be higher than the present estimate.

PROPOSITION F

SALARY STANDARDIZATION DATE FOR POLICE AND FIREMEN

This proposition would change the base date for setting the salaries of policemen and firemen. Under the current Charter provision, the civil service commission conducts an annual survey of wages paid to policemen and firemen in all California cities of 100,000 or more population. The Charter provides that the rates of compensation for San Francisco policemen and firemen may not exceed the highest rate paid in the cities included in the survey. This survey is now made as of April 1 and again on the second Monday of July for changes effective July 1. The latter date would be changed to August 1 by Proposition F.

This proposal would set the same final date for setting police and fire salaries as is now used for bus and streetcar operators. This would not be a standardization of the survey timing for all city employees because others range from April 1 to August 1. While the change of base date from July 1 to August 1 in this proposal may take advantage of some late salary changes by other cities, it may not cover all changes made throughout the year.

PROPOSITION G

FRINGE BENEFITS FOR TRANSIT EMPLOYEES

The adoption of Proposition G would set up a fund which would give to Municipal Railway employees benefits equivalent to those received by employees of the transit systems which are used to set their salary rate. The excess of the fringe benefits paid by the wage-setting systems over those paid by the Muni would be put into a fund. The benefits paid by the fund are to be jointly determined by representatives of the city-county and Muni employees.

The intent of this amendment is to put the determination of fringe benefits for Muni employees on the same comparative basis as the determination of wages. It would give transit workers the kind of fringe benefits that craft employees have won in court suits. The improved conditions might help to reduce high employee turnover and cut the cost of recruiting and training Muni operators.

There are persuasive arguments against Prop. G. Muni employees are now paid a wage rate which matches the highest in the nation among large city transit systems. The tabulation below shows the hourly rates paid to Muni workers compared to workers in some other transit systems.

<u>Transit System</u>	<u>Hourly Wage as of 7/1/67</u>
San Francisco	\$ 3.73
New York City	3.73
Chicago	3.41
Seattle	3.30
Los Angeles	3.25
Buffalo	2.83
Dallas	2.60
Average of 20 Transit Systems...	3.20

An hourly rate of \$3.46 is paid on the A/C Transit in the East Bay; after six months this is raised to \$3.51.

Since employees of the Municipal Railway are paid such a relatively high rate, the argument that fringe benefits must be increased to provide fair compensation is not valid. Furthermore, the added cost of these benefits would become part of the railway deficit which already stands at almost \$10 million.

PROPOSITION H

DEFINING "TIME OF WAR" FOR CIVIL SERVICE PURPOSES

Proposition H would extend civil service benefits to certain veterans of the Vietnamese conflict. The Charter grants preference on entrance and promotion examinations to veterans. Veterans are defined as those who have served 30 or more days in the armed services in time of war.

This amendment would expand the definition of "time of war" to include any period of time in which the United States is engaged in combat for which a medal has been authorized. The practical effect of adopting this measure would be to give the same benefits to veterans of Vietnam and other campaigns as are given to veterans of World War II and Korea. At present there is a five-year period between 1958 and 1963 which is not covered for veterans' preference.

PROPOSITION I

INCREASED RETIREMENT BENEFITS FOR SHERIFF AND DEPUTIES

The purpose of Proposition I is to provide disability benefits for sheriffs and their families. Under this measure, members of the Sheriff's office who are disabled in the performance of duty would receive a retirement allowance equal to 75% of the employee's salary. Upon reaching retirement age, disabled employees would receive a regular retirement allowance.

The duties of sheriff's deputies expose them to some danger. These include maintaining order in the courts, serving papers, evicting tenants, attaching property and handling prisoners in the courts and jails. The county jails held 10,000 prisoners last year, 3,000 of whom were felons. Some hazards are involved in this work, but they are not as great as those faced by the Police Department or the sheriff's deputies in other counties who are all directly engaged in criminal law enforcement. For this reason, the requirements for disability protection of San Francisco sheriffs are not comparable to the requirements for police or sheriffs in other areas. It is also asserted that the record of disability for these employees is no greater than for numerous other classes of employees.

At a time when the retirement system's administration of disability cases is under criticism, approval of this measure could lead to more disability claimants. It could also induce other groups to request these costly benefits. The actuary has reported the cost at \$52,000 per year.

PROPOSITION J

APPOINTIVE POSITIONS IN CITY PLANNING DEPARTMENT

Proposition J would give the director of planning the power to appoint four top aides, exempting these positions from civil service. The four positions are assistant director of planning, administrative assistant, professional planner above the level of senior planner, and zoning administrator. This amendment also provides for expanding the functions of the zoning administrator. The occupant of the assistant director position is now under civil service and would be protected in that status.

The need for this amendment arises out of the unusual functions and requirements of city planning. The work of other city departments is clearly defined but very few of the Planning department's programs are routine. Successful performance of these tasks requires creativity, imagination and flexibility of top planners. These qualities are not easily measurable by the civil service examination process. Because of the great demand for qualified personnel in this field, the Planning Director must be able to act quickly if San Francisco is to be competitive in recruiting qualified planners. The adoption of this proposal could increase incentive among some civil service employees by allowing early promotion of exceptional employees to top level positions.

However, Proposition J might work in the opposite way by decreasing incentive among regular civil service employees who are passed over when these appointive positions are filled. The addition of four exempt positions to the planning staff is contrary to the broad civil service coverage that prevails in other departments. Also, removing the Zoning Administrator from civil service protection might subject that office to political pressure.

This measure would not add to the cost of government because it would not create any new positions. Assessment of its merit depends on balancing the unique needs of the Planning Department against the prevailing policy of filling staff positions through civil service procedures. With the kind of labor market that exists for planners, time-consuming examinations have not filled the city and county's needs well.

PROPOSITION K APPOINTIVE ADMINISTRATOR FOR SAN FRANCISCO GENERAL HOSPITAL

The present Administrator of San Francisco General Hospital will reach compulsory retirement age on May 1, 1968. Charter amendment K will allow the Director of Public Health to appoint the new Administrator, rather than have the position filled by civil service examination.

Proposition K is similar to "J" in that both are designed to remove positions from civil service because of the nature of these positions. The Administrator of San Francisco General Hospital is responsible for an annual budget of \$15 million,

1500 employees, and 175,000 cases. He oversees the care of psychiatric, as well as other difficult types of cases. He must maintain diplomatic relations with U. C. Medical Center which cooperates with the General Hospital in a teaching program. The responsibility and complexity of the job will make it hard to find a qualified Administrator in any case. Supporters of "K" argue that the long written examinations and six months probationary period required by civil service are unnecessary and inadequate. In this view, use of civil service procedure hinders rather than helps in finding the best man for the job.

The counter argument against "K" is also similar to the one made against "J". With parallel positions (in this case the heads of Laguna Honda and Hassler Hospitals) under civil service jurisdiction, employee organizations believe it establishes a dangerous precedent to make exemptions.

The civil service commission has approved both Proposition J and Proposition K.

PROPOSITION L

CITY AND COUNTY LOANS FOR RESIDENTIAL REHABILITATION

Proposition L is an enabling act which would authorize the board of supervisors to submit a bond issue for loans to rehabilitate residential property. A two-thirds vote of the board of supervisors would be required to submit the bond issue to the electorate and the usual bond issue requirement of two-thirds approval would apply. Because of these provisions, "L" is similar to a declaration of policy with implementation dependent on further approval.

The bond issue, if approved, would establish a revolving fund. This fund would furnish low interest loans to homeowners for rehabilitating their property. Low interest home improvement loans may be a good means of bringing substandard residences up to acceptable levels, but there are other sources of these loans available. The federal government makes 3 per cent interest loans under its FACE, Federally Assisted Code Enforcement, program. There are, of course, a large number of financial institutions which offer home improvement loans.

It is expected that loans made under this program would be repaid and the bonds, retired at maturity without any expendi-

ture of the taxpayers' money. The supervisor who sponsored the proposal compares it with the Cal-Vet home loan program. Even if this assumption is correct, the issuance of bonds for this purpose would use up city and county credit which is needed for many other projects.

PROPOSITION M

ARBITRATION PROCEDURE FOR FIRE DEPARTMENT

If approved, this measure will establish an arbitration board to mediate disputes over hours and working conditions between the Fire Commission and employees of the Fire Department. The board will consist of one representative of the Commission, one representative of the employees, and one neutral member. When discussion between the employees and the Commission fails to resolve disputes over working conditions, the board will hold hearings. Its findings are to be advisory only.

Proposition M is sponsored by the fireman's union and supported by the Fire Commission. The firemen feel that because they have pledged not to strike, they need an impartial body to hear their grievances. They contend that the Fire Commission which is supposed to represent the public interest in fact represents the management point of view. For these reasons, the employees of the Fire Department believe that an arbitration board whose advice is not binding will insure that fair working conditions prevail.

There is some question about the effectiveness of the Board since its findings would be advisory and the Fire Commission could freely ignore them. More importantly, the Civil Service Commission opposes this amendment because a city-wide grievance procedure is being developed. In the interim, the Commission does not favor piecemeal adoption of grievance procedures by the departments.

PROPOSITION N

REPEAL OF PROHIBITION OF BUSINESS TAX

Section 24 of the Charter prohibits the imposition of a license tax on sellers and manufacturers except where a tax is necessary to meet the costs of regulation and inspection. Proposition N would eliminate this prohibition and allow the imposition of a business tax as a revenue-producing device.

This amendment is intended to remove a legal barrier to the imposition of a license tax. Some supervisors would like to shift some of the tax load on to business to offset the increased burden placed on small taxpayers by reassessment. It should be noted in this connection that business already pays a large share of the tax cost by virtue of the assessment of its property and the inventory tax. Moreover, the use of a business tax as a revenue-producing device could impair San Francisco's ability to attract new firms and encourage the removal of business to other areas. This could conceivably result in a future decrease in tax revenues.

The business community is divided in its stand on "N". Some of the Municipal Conference organizations oppose "N" as an invitation to impose new and unknown taxes on business. The Chamber of Commerce does not oppose "N" on the reasoning that if there is to be a tax on business it should be a license tax.

PROPOSITION O

PROPERTY TAX LIMITATION

Proposition O would replace the present ineffective tax rate limit of \$1.65 per \$100 assessed valuation with a maximum rate of \$6.15 to cover all city and county expenses. It also provides that sales tax revenues be used for bond interest and retirement before any property tax revenues are used for this purpose. While raising the dollar figure of the tax rate, this amendment would include the costs of certain items in computing the new rate which were excluded from the old rate. This inclusion in the maximum tax rate is intended to provide a more effective restraint on expenditures and by so doing, limit property taxes.

Other costs which contribute to the tax rate and are exempted from the maximum tax rate under current Charter provisions would continue to be exempted. These are:

1. The cost of interest and amortization of the city's bonded indebtedness.
2. The cost of other governmental entities legally able to levy taxes:
 - a. San Francisco Unified School District
 - b. Bay Area Rapid Transit District
 - c. Bay Area Air Pollution Control District
3. Obligations imposed by vote of the people after the effective date of amendment.

Thus Proposition O would not restrict that part of the tax rate used to pay for bonds, schools, and special districts. These items account for \$3.00 of the \$8.80 rate in the 1967-68 budget. The other costs of local government account for \$5.80 of the 1967-68 rate. Proposition O puts a ceiling of \$6.15 on this latter element of the tax rate.

Proponents of "O" argue that the brunt of rapidly rising governmental expenditures has fallen heavily on homeowners, many of whom simply cannot afford further increases in their taxes. The most effective way to check the rising expenses which cause this burden is to put an absolute tax ceiling on them. The provision that sales tax revenues be used for bond payment first adds additional restraint on the property tax level.

According to its supporters, adoption of this measure would not cause the curtailment of any essential functions for the following reasons:

1. The \$6.15 limit contains a 35-cent leeway over the current level of \$5.80.
2. Revenues will increase as property values rise and produce a corresponding rise in assessments.
3. The city has alternate sources of revenue: taxes on business and service charges available to it.
4. It would not affect city and county credit because bond payments are exempt from the limit.

Opponents say that a tax limit is likely to be ineffective and its results are unpredictable. They cite instances where tax limits have been circumvented by various means. Property tax limitation may result in the imposition of new kinds of taxes rather than a reduction in spending. If a redistribution of the tax load is the objective, it would be better to enact a new tax measure rather than vainly attempting to limit spending.

PROPOSITION P

DECLARATION OF POLICY

The following question has been placed on the ballot by initiative petition:

"Shall it be the policy of the people of the city and county of San Francisco that there be an immediate cease-fire and withdrawal of United States troops from Vietnam so that the Vietnamese people can settle their own problems?"

The City

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May 20, 1968

No. 1

SAN FRANCISCO PROPOSITIONS ON THE JUNE 4, 1968 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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PROPOSITION A

RECONSTRUCTION AND IMPROVEMENT OF MARKET STREET (\$24, 500, 000)

Passage of Prop. A will allow the city to take advantage of the rapid transit demolition by providing funds to reconstruct Market Street into an aesthetically pleasing boulevard. The rapid transit district is obligated to provide funds for reconstructing the surface of Market Street to its original condition. In excess of the money pledged by BARTD, this "reconstruction and improvement" project will cost \$34.4 million. Approximately \$4.5 million is to be financed by the federal government, \$3.75 million will come from traffic fines and the city's share of gasoline tax revenues, \$1.65 million from the previously approved bonds, and the remaining \$24.5 million from this bond issue.

The proposed plan for Market Street calls for four lanes of traffic from the Ferry Building to Grove Street, six lanes from Grove Street to Van Ness Avenue, and eight lanes of traffic through the upper Market area. To accommodate pick-up and deliveries, there will be several service lanes indenting the 35-foot sidewalk to 26 feet. Trees and street furniture will divide the sidewalk area into two sections, one for bus loading and the other for window shopping. Trees and street furniture will be strategically located. Prop. A provides for relatively minor improvements to various rapid transit and Municipal Railway stations and major construction of two downtown transit plazas. Powell Station Plaza is designed to be the major entranceway to the retail shopping area for people arriving from the BART subway levels.

The Civic Center Station Plaza, at the junction of Market and Fulton Streets, is the second major plaza to be funded mainly by Prop. A. Aesthetically, it is designed to be the visual link between City Hall and Market Street. Functionally, it is scaled to accommodate the daily crowds of office workers and the periodic demands of civic ceremonies. Physical aspects of the Civic Center Station Plaza will closely resemble the Powell Station Plaza. Arcades, sidewalk cafes, and pedestrian-serving business will occupy the street level.

It is apparent that Prop. A presents an opportunity for a coordinated construction schedule which will minimize street disruption in the downtown area. If the bond proposal should fail to obtain two-thirds approval, the alternative would probably be the lesser amount of construction and beautification that can be accomplished from annual budget funds.

Annual bond amortization will be \$2,221,333 for 15 years plus \$90,000 in increased yearly maintenance cost, equal to 10.6¢ in the tax rate.

SAN FRANCISCO BUREAU OF GOVERNMENTAL RESEARCH

<u>Component Project Costs and Financing</u>	<u>Estimated Co</u>
Demolition and Paving (Roadway and Sidewalk)	\$ 7,800,000
Lighting	650,000
Street Furniture, Structures and Specialized Maintenance Equipment	650,000
Landscaping (Trees, Irrigation, Guards, etc.)	2,430,000
Police and Fire Call Boxes	150,000
Traffic Signals and Signs	400,000
Municipal Railway Facilities--Related Work	1,200,000
Sewers	1,250,000
Fire Protection Facilities (Hydrants & Mains)	1,340,000
Fulton, Leavenworth and Powell Malls	1,000,000
Civic Center Station Plaza	1,500,000
Powell Station Plaza	1,700,000
Ecker and Annie Streets Beautification	60,000
Mission Line, Upper Market Line and West Portal Line Station Areas. Treatment to make Station Areas consistent with Lower Market Street	<u>1,000,000</u>
CONTRACT TOTAL	\$ 21,130,000
Inspection and Field Engineering	<u>1,270,000</u>
TOTAL	\$ 22,400,000

ITEM

Construction including contingencies and inspection	\$22,400,000
Escalation allowance (5 years @ 5% a year)	<u>5,500,000</u>
TOTAL CONSTRUCTION	\$27,900,000
Design and Administration	2,500,000
Civic Center Station Plaza (Land Acquisition, includes 20% escalation)	<u>4,000,000</u>
GROSS PROJECT COST	\$ 34,400,000

ANTICIPATED SOURCE OF AVAILABLE FUNDS

ITEM

1. HUD Funds (Federal Government) Plaza and Mezzanine Extensions	\$ 4,500,000
2. Gas Tax, Fines and Forfeiture Funds	3,750,000
3. Approved Bond Funds	<u>1,650,000</u>
TOTAL	\$ <u>9,900,000</u>
PROPOSITION A	\$ <u>24,500,000</u>

PROPOSITION B RECREATION AND PARK (\$14, 885, 000)

Proceeds from the sale of these bonds would be used to finance 26 separate projects for the Recreation and Park Department and one project sponsored by the Redevelopment Agency. If Prop. B is approved, it will be the first general obligation bond passed for use by the Recreation and Park Department since 1955 when the voters authorized the sale of bonds for \$11 million. In the November 1964 election a similar bond issue for \$9.45 million was defeated.

Major projects incorporated in this Proposition are an expanded irrigation system for Golden Gate Park, construction of nine neighborhood community buildings, a 50-meter swimming pool, floodlighting for various athletic fields, and the restoration of Huntington Falls, which collapsed in 1962.

Listed below are the projects and their respective costs which make up this bond issue. The projects are grouped into four categories, i.e.; recreation, park, zoo and redevelopment agency and are presented in the order of priority assigned by the Capital Improvement Advisory Committee.

RECREATION DIVISION

B-1R	Hunters Point Swimming Pool (3rd & Newcomb Sts.)	\$ 900,000
B-2R	Bay View Recreation and Neighborhood Center (Griffith & Hawes St.)	1,130,000
B-3R	Protective Park and Recreation Area Lighting	240,000
B-4R	Expansion of Folsom Recreation Center	270,000
B-5R	New Chinese Recreation Center Bldg. (Sacramento & Waverly Sts.)	175,000
B-6R	Crocker Amazon-Excelsior Recreation Center	600,000
B-7R	Floodlighting for Various Athletic Fields	350,000
B-8R	Balboa Soccer Stadium Lights (Circular Dr. & Havelock Ave.)	137,000
B-9R	Sunset District Sports Center (40th Ave. at Quintara St.)	480,000
B-10R	Enclosed 50-meter swimming pool (Zoo)	1,700,000
B-11R	Recreation Center Buildings (Tentative)	383,000
TOTAL		\$6,365,000

PARK DIVISION

B-1P	New Water Supply and Distribution (Golden Gate Park)	\$1,889,000
B-2P	Restoration of Stow Lake, Strawberry Hill & Huntington Falls	400,000
B-3P	Drainage correction of DeLaveaga Dell & Mother's Meadow	95,000
B-4P	General rehabilitation of entire Chain of Lakes	250,000
B-5P	Reconstruction and preservation of Dutch Windmills	135,000
B-6P	2 Convenience Stations (43rd Ave. & South Drive, & Metson Lake)	99,000
B-6aP	Lighting Concourse Area and Tennis Courts	160,000
B-7P	Further Development of Strybing Arboretum	63,000
B-8P	South Park (Help rejuvenate South of Market Area)	70,000
B-9P	Fort Miley - Seaside Park	68,000
B-10P	Buena Vista Park (Landscaping and irrigation)	200,000
B-11P	Sutro Heights Park	200,000
B-12P	Aquatic Park, Maritime Museum, Senior Center, Municipal Pier	160,000
TOTAL		\$3,789,000

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ZOO DIVISION

B-1Z	Convert Pachyderm Bldg. into Aquatic Animal Exhibit	\$ 187,000
B-2Z	Animal Hospital	250,000
B-3Z	Administration Building	282,000
	TOTAL	\$ 719,000

REDEVELOPMENT AGENCY

B-1RA	Hunters Point Ridge Recreation, Parks and Neighborhood Centers	\$2,490,000
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RECAPITULATION

PROJECTS

Recreation	\$ 6,365,000
Park	3,789,000
Zoo	719,000
	<hr/>
TOTAL	\$10,873,000

Estimated Escalation	
Requirement approximately 14%	\$ 1,522,000
GRAND TOTAL	<u>\$12,395,000</u>

Added Project

Redevelopment Agency	\$ 180,000
Hunters Point Ridge Projects	2,310,000
	\$ 2,490,000

TOTAL - Recreation, Park, Zoo and Redevelopment Projects	\$14,885,000
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The supporters of Prop. B cite the need to extend San Francisco's recreational and park facilities, especially to low income areas. A view of the geographic distribution of the projects indicates the ability of this bond issue to meet many of the growing neighborhood demands. Projects are located throughout the city. Some of the items in the proposal involve deferred maintenance. Critics believe that the Recreation and Park Department has a poor record of maintenance so the passage of this issue would add to the existing problem. Also, the question has been raised whether many of the proposed improvements should be financed on the pay-as-you-go basis instead of long-term borrowing. Eleven projects cost less than \$200,000 and only four cost over \$1 million.

Prop. B would cost \$1,065,453 a year over 19 years for the bonds and annual maintenance and operation expenses would be increased \$987,524, a total of \$2,052,977 a year, equal to 9.47 cents in the tax rate, according to the official estimates.

PROPOSITION C

CLIFF HOUSE-SUTRO BATHS (\$5,700,000)

Two-thirds voter approval of Prop. C would authorize the city to purchase the twelve and a half acres of Cliff House-Sutro Baths area for development as a public park. This bond issue is for \$5.7 million; \$5.5 million for land acquisition and \$200,000 for landscaping, i. e.; removal of debris, filling ponds, improving drainage, and constructing public paths. Purchase of this land would add to the perimeter of publicly-owned recreational shoreline from the San Mateo county line on the ocean shore to the Aquatic Park. Passage of this bond measure would incur a bond service obligation of \$516,800 annually, over 15 years. It would also involve \$85,000 in lost revenue from property taxes. The Cliff House could be expected to produce some income as an offset.

The land to be acquired consists of four commercially zoned lots, bordered by the ocean, Seal Rocks State Park and Lincoln Park to the north and east, and Pt. Lobos Avenue to the south. Currently, this land houses the remains of the Sutro Museum and ice skating rink, plus several concrete walkways. There are plans to build a large apartment complex here if the property remains in private ownership. Proponents of Prop. C assert that the contemplated buildings would block public views.

The San Francisco Municipal Conference, representing a broad group of business organizations, is opposed to Prop. C.

PROPOSITION D

SEWERAGE AND WATER POLLUTION CONTROL (\$17,500,000)

Passage of Prop. D will finance a continuing program of improvements and enlargement of the San Francisco sewer system. This is the second in a series of bond issues to finance a sewerage and water pollution control program consisting of projects estimated to cost in excess of \$150,000,000. Currently known but unfinanced deficiencies in our sewer system will cost approximately \$80 million to repair. However, the Dept. of Public Works can accomplish only \$17.5 million of construction over a four-year period.

Factors adding to the total cost of the sewer program include increased housing, construction, and a mandate from the State Regional Water Quality Control Board to decrease ocean and bay contamination. The latter will necessitate a revamping of forty storm overflows and construction of treatment facilities at three plants.

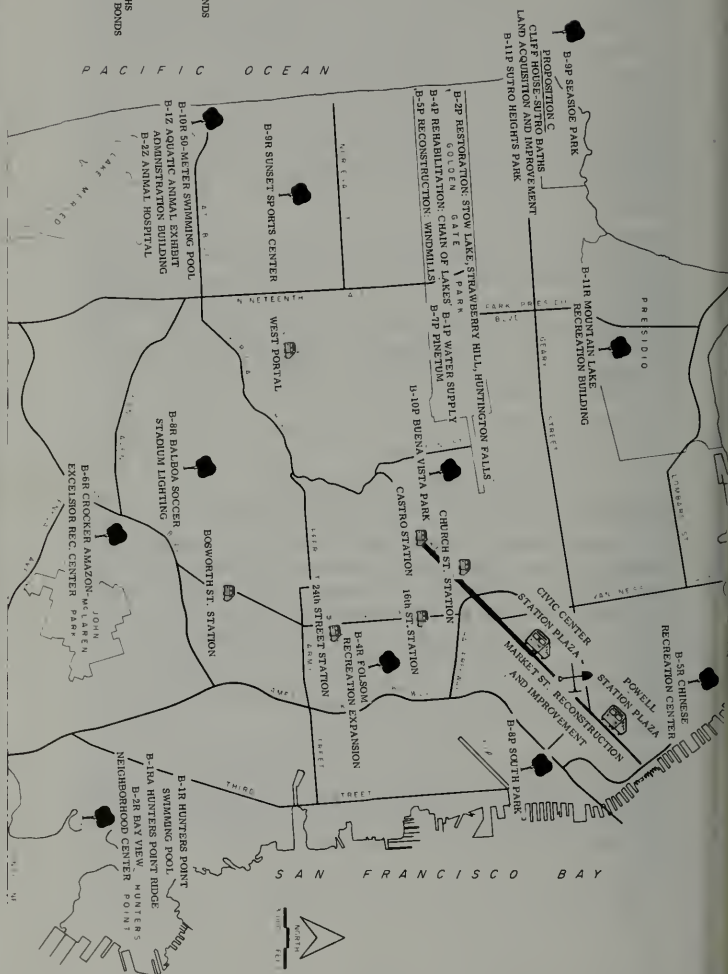
Voter approval of Prop. D will authorize work to begin on

BOND PROJECTS - PROPOSITIONS 'A', 'B', 'C'

PROPOSITION "A"
\$24,500,000 MARKET STREET
RECONSTRUCTION & IMPROVEMENT

PROPOSITION "B"
\$14,685,000 RECREATION & PARK BONDS
(Major Projects)

PROPOSITION "C"
\$5,700,000 CLIFF HOUSE-SUTRO BATHS
LAND ACQUISITION AND IMPROVEMENT BONDS



thirty projects. High on the priority list and in cost, is a \$4 million item to reconstruct and modernize various sewage treatment plants and pump stations. This figure includes the construction cost of an underground sewage drum to be located near the St. Francis Yacht basin. Most other projects are either improvements, enlargements, or extensions to existing sewer mains.

As on previous sewer bond proposals, there is general community support for these essential facilities. (The average annual debt service on these bonds will be \$1,252,632 for 19 years, plus an estimated increase in maintenance and operations costs of \$36,200 a year.) Many other California cities with sewer problems related to rapid growth are using sewer service charges for financing. A sewer charge, aside from having the merit of being based on use, can be applied to tax exempt properties.

PROPOSITION E

PERMITS BUSINESS LICENSE TAX FOR FIVE YEARS

San Francisco is prohibited from imposing any business license tax on manufacturers and sellers except those authorized under the police powers for health or sanitary reasons. Passage of Prop. E will suspend this prohibition for five years, thus paving the way for any type of business license tax, provided it terminates by June 30, 1973.

Prop. E is presented to the voters as a necessary first step in the mayor's tax package designed to ease the residential property tax burden. If Prop. E is approved, the mayor's proposal for a "gross receipts tax" will be implemented. In addition, the mayor suggested an "earnings tax" to be levied at a rate of one per cent against all non-resident incomes earned in San Francisco. The estimated yield will be \$13.6 million, less administration costs. The "gross receipts tax" was originally drafted to be levied against San Francisco businesses at the rate of one-fifth of one per cent, with an estimated yield of approximately \$25 million. A schedule of rates to apply to different businesses is also under consideration.

Proponents of Prop. E argue that its passage is necessary to bring about the least injurious combination of taxes in time for residential tax relief for the ensuing fiscal year. They also cite the widespread use of license taxes in other cities.

Arguments against new business taxes are: Cost-cutting measures necessitated by business taxes will make it more difficult for the business community to provide additional jobs. Business taxes may place San Francisco companies at a competitive disadvantage.

PROPOSITION F

INCLUSION OF SUPERVISORS IN EMPLOYEES RETIREMENT SYSTEM

Voter approval of Prop. F will include members of the board of supervisors in the city and county employees' retirement system after five years of credited service. This measure will cost the taxpayers \$8,047 annually.

Legislators at the state and national levels of government are covered by retirement programs, and it is also the practice in some California counties. All other elected officials in San Francisco now participate in the city and county retirement system.

Prop. F provides two possible areas of conflicting interest. Through their legislative powers, the board of supervisors will have some jurisdiction over their own retirement benefits. Second, the president of the board of supervisors serves as an impartial citizen member on the Retirement Board. Since he could be a member of the retirement system, he could not be totally impartial.

The San Francisco Municipal Conference is opposed to Prop. F. Three members of the board of supervisors voted to oppose submission of this amendment to the voters.

PROPOSITION G

AUTHORIZES MULTI-PURPOSE BOND ISSUES WITH \$6 MILLION LIMIT

Prop. G provides the legal means for multi-purpose bonds to be submitted to the electorate. There will be no limit to the number of projects comprising the bond issue; however, each item must not cost more than \$2 million and the total amount of the bond issue must not exceed \$6 million. Each component item must be deemed a capital improvement and be approved by a two-thirds vote of the board of supervisors.

Passage of Prop. G will allow financing for many projects too large for regular budget expenditures, but too small to warrant bond issues of their own. The desirability of this has been questioned. Some opponents think that such a multi-purpose bond issue would become a political "grab bag", whereby certain unfavorable projects would be approved in order to get the desirable programs.

If voters approve Prop. G they will be surrendering their right to accept or reject capital improvements for single purposes. On the other hand, the official problem of funding small diversified projects would be solved by this amendment.

PROPOSITION H SUBSTITUTE OFFICIAL NEWSPAPER

Voter approval of Prop. H will grant emergency powers to the board of supervisors to designate a substitute official newspaper whenever that paper cannot circulate for any reason. It is necessary for the city to publicize many of its procedures, such as invitations for contractors to bid, notices of hearings and pending legislation, and other matters of public interest.

Prop. H was proposed because of the recent newspaper strike which made it necessary for the city to advertise in two small newspapers to meet the requirement of daily publication of at least 8,000 circulation.

PROPOSITION I COST-OF-LIVING INCREASE IN RETIREMENT BENEFITS

Prop. I would grant retroactive retirement allowance increases to city and county employees now retired. These would range from one to sixteen per cent based on the year of retirement. Persons retired June 30, 1959 and before would get the maximum. In addition, this amendment provides for increases in future years related to changes in the consumer price index or cost-of-living. Those retiring after July 2, 1977, would not be eligible for these benefits under the terms of this amendment.

After the retroactive grants are effected, adjustments for each year thereafter will be limited to 2% of a member's retirement allowance. Prop. I recognizes both an ascending and descending cost-of-living index and makes the Retirement Board the sole judge of what each retirement pay increase or decrease shall be. A member's retirement allowance could not be reduced below what it was at the time of his retirement.

Proponents believe that this is a long overdue measure because of the hardship of increasing costs of living, and that the annual cost of \$2,229,139 (or 10.3¢ in the tax rate) is justified in view of the needs for greater allowances. They point out that active employees will contribute toward the cost of future adjustments.

The County Employees Retirement Act of 1937 allows counties to grant a 2% annual cost-of-living increase. Counties now granting a 2% annual adjustment include Alameda, Contra Costa, Los Angeles and Sacramento. Other public jurisdictions grant periodic cost-of-living adjustments.

Cost of living adjustments for retired employees based on the type of formula in this amendment are virtually unknown in private employment.

PROPOSITION J

CAPITAL IMPROVEMENT PROCEDURES

Prop. J is a non-cost charter amendment which concerns the procedure for analyzing proposed capital improvement projects. Its passage would (1) provide 60 days for the department of city planning to evaluate all proposed capital improvements in relation to the master plan; (2) require the department of city planning to report its findings to the board of supervisors, and, (3) guarantee that the department of city planning would review and make recommendations on all project plans for public or publicly assisted housing.

PROPOSITION K

PROMOTIONAL EXAMINATIONS FOR EMPLOYEES UNDER DISABILITY TRANSFER

Prop. K amends charter section 156.2 by allowing an employee who has been working under a disability transfer for ten years to participate in any promotional examinations for the next higher rank, providing his disability will not interfere with the performance of the duties in the new classification.

Of the 13,340 miscellaneous city employees there are 140 currently working under disability transfers and 50 of them have been at their present classifications for ten or more years. Passage of Prop. K will provide the Civil Service Commission with more eligibles to fill promotive positions.

PROPOSITION L

ENTRANCE AGE RANGE FOR FIREMEN REDUCED TO 20-32

Currently, applicants for entrance positions in the uniformed force of the fire department must be between the ages of 21 and 35. Voter approval of Prop. L would allow 19-year-olds to take the entrance examination and to be appointed at twenty years of age. It would also lower the maximum entrance age from 35 to 32.

Arguments supporting this measure mention that recruitment for the fire department will be made easier, that junior college graduates and ex-military personnel will be able to enter the fire department. In opposition to this amendment is the possibility that this measure may add to the difficulty of recruiting qualified young personnel for the police department which has a minimum entrance age of 21.

In their Special Interest Bulletin #105, the National Board of Fire Underwriters cite the preferable age range for entering

firemen as being from 21 to 30. San Francisco, with its present age range of 21 to 35, has a higher maximum age than many other California cities.

PROPOSITION M

INCREASES FILING FEE AND SPONSORS FOR CANDIDATES TO ELECTIVE OFFICE

This is a non-cost charter amendment to reform the city electoral process by discouraging fringe candidates from seeking public office. The need for electoral reforms was demonstrated by the municipal election in November, 1967. There were 18 candidates for mayor and 44 candidates to fill six seats on the eleven member board of supervisors. It is hoped that passage of Prop. M will prevent that chaotic situation from recurring by: increasing the filing fee from \$30 to 2% of the first year's salary of the office sought; requiring each prospective candidate to file the signatures of forty nominators with the registrar of voters, and increasing the number of sponsors from 10-20 to 20-30.

Voter approval of Prop. M will affect 18 elective positions in San Francisco. These include seven administrative positions and eleven supervisors. Each will have to satisfy the required number of nominators and sponsors plus pay the 2% of first year's salary filing fee. This means candidates for supervisor would have to pay \$192 and candidates for Mayor would have to pay \$767.

Prop. M has the general support of civic and business groups. It should proscribe any repetition of the 1967 election. The \$30 filing fee encouraged many frivolous persons to file for personal advertising. The direct cost to the city and county was about \$300 for each candidate for a page in the voter's handbook, sample ballots, mailing, etc.

PROPOSITION N

DELETION OF REPETITIOUS MATERIAL FROM VOTER'S HANDBOOK

Voter approval of Prop. N will authorize the registrar of voters to delete the repetitious "declarations of candidacy" from the voter's handbook accompanying the sample ballot sent to each registered voter. Instead of a "declaration of candidacy" appearing above each candidate's own "statement of qualifications", one declaration of candidacy will appear at the beginning of the handbook.

Passage of Prop. N will result in a smaller pamphlet with less redundant reading material and also save some money.

PROPOSITION O

INCREASE IN POLICE & FIREMEN'S RETIREMENT BENEFITS

Prop. O is designed to promote a younger uniformed police and fire force by providing more liberal retirement benefits at an earlier age. Passage of Prop. O will make retirement possible at age 50 after 25 years of service, in contrast to age 55 and 25 years of service at present; provide a more liberal formula for computing retirement benefits by redefining "average final compensation"; and disability pensions to reflect more accurately the nature or degree of disability. Under present procedures, a disabled member gets 75% of his final compensation, regardless of how minor his disability may be. Under this proposal, disability will be rated on a scale from 50 to 90% and pensions set accordingly. The State Workmen's Compensation Appeals Board would determine the percentage of disability, although the city Retirement Board, by five affirmative votes, may adjust that percentage providing it stays within the 50 to 90% range.

Other liberalizing effects of Prop. O include greater death benefits, a lower rate of employee contribution, a 3% annual increment in benefits for each year of service after qualifying for retirement, and a broader definition of surviving spouse.

Most of the provisions of this charter amendment were arrived at in meetings between department representatives and a special committee of The Municipal Conference. The changes are liberal and will add \$3 million annually to tax costs. The citizens should obtain a younger, more vigorous uniformed force, the recruiting problem should be eased, and the abuse of disability grants should be reduced or eliminated.

Prop. O has the general support of the business community, labor and civic organizations.

The City

47 46

OCTOBER 24, 1968

No. 2

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 5, 1968 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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- G Sheriff and Deputies Retirement
- H Authorizing 3,000 Public Housing Units
- I Raising School Tax Limit 98 Cents
- J Removing Limitations on Hours of Meat Sales
- K Policy Declaration on Assessment Limits

PROPOSITION A

BAYVIEW-HUNTERS POINT PARK AND RECREATION BONDS \$6,425,000

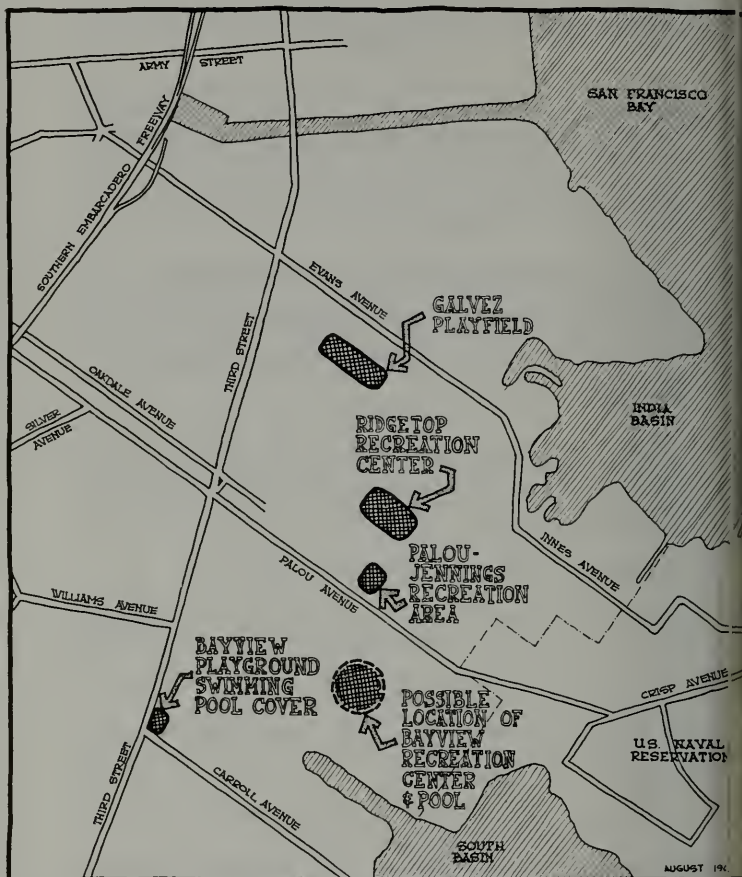
Proposition A is a \$6.4 million bond issue to provide funds for constructing 33.9 acres of park and recreation facilities in the Bayview-Hunters Point districts. With the annual bond interest and redemption of \$485,444 for eighteen years, this measure will cost a total of \$8,737,999. With increased maintenance of \$345,357, the annual recurring cost will be \$830,801; equivalent to 3.78 cents in the tax rate.

Since six of the eight major projects are located within the Hunters Point Redevelopment Area, \$3.5 million of this project may be applied as "credit" toward the city's \$10 million share of the \$30 million redevelopment project for this area. A federal "open space grant" will be sought for a \$1.3 million recreation and community center located adjacent to the redevelopment area.

Except for the general category of items within and outside the Hunters Point Redevelopment Project Area, most of the proposed locations have not been specified. This bond measure is however, composed of 8 major projects utilizing at least 41 parcels of land as follows:

IN HUNTERS POINT REDEVELOPMENT AREA.

1. Galvez Playfield and Park. Large playfield for football, soccer, etc., and several smaller areas for younger children.
2. Palou & Jennings Recreation Area. Landscaped open area with tot lots and relaxation area.
3. Ridgetop Recreation Center. 8.6 acres of open space terraces, green area, playgrounds, and building with facilities for cultural activities.
4. 25 Tot Lots. 2,000 sq. feet of benches, lighting, sand area, sculptured and standard play equipment.
5. 10 Mini-Tot Lots. 1,000 sq. feet near housing complexes, paved area, planting and generally same as "tot lots".
6. Lighted pedestrian walkways. 55,000 sq. feet. Will be put wherever necessary to enhance safety; includes one street overcrossing.



**BAYVIEW - HUNTERS POINT
RECREATION & PARK
MAJOR BOND ISSUE PROPOSALS**

IN BAYVIEW-HUNTERS POINT AREA

7. Recreation, park and community center - 2 blocks. This project consists of complete recreation center with a full gymnasium, dressing rooms, showers, and meeting rooms. Day and night facilities for baseball, basketball, and tennis will be provided.
8. Enclosed Bayview Pools - this project will enclose one existing pool and pay for the construction of a larger pool in the same area.

There is a need for additional park and recreational facilities particularly in view of the redevelopment project's plan to bring in 2,200 additional families. The Bayview-Hunters Point area has less park space than other neighborhoods within the city. Due to "social" isolation, residents of this area do not travel for the purpose of using recreational facilities outside their districts.

PROPOSITIONS B & C

PORT OF SAN FRANCISCO

Note: These two measures must be considered together; both deal with local control of San Francisco's port facilities. Prop. B covers assumption of existing bonded debt, and Prop. C is a charter amendment.

Proposition B. A two-thirds voter approval of this measure will allow San Francisco to take over the Port Authority's total indebtedness, thus enabling the in-trust transfer of the Port from the State to the City. This \$60,939,000 estimated debt is composed of \$47,649,000 of bonds currently outstanding; \$7.5 million of bonds to be issued, and \$5,790,000 of financial obligations under contracts, leases, and franchises.

Based on its financial record, the Port will be able to meet its debt payments immediately following the transfer and will not be a tax burden. The Controller reports that, based on present operating results, the existing debt will be paid from revenues. On the future requirement that San Francisco issue \$100 million in bonds within the next 25 years, the Controller cannot predict if this will be financed entirely from revenues.

Proposition C. This Charter amendment sets forth San Francisco's agreement to AB 190, which allows the city to take over in trust, all interests, control, and management of the San Francisco harbor.

As current terms on the Port Commission expire, all succeeding commissioners will be appointed by the Mayor to four-year staggered terms. The five city port Commissioners will receive \$1,200 a year and share voting power with the State Director of Finance and the State Secretary of Agriculture and Services. The Commissioners will be subject to the same recall, suspensions, and removal procedures that apply to elected officials.

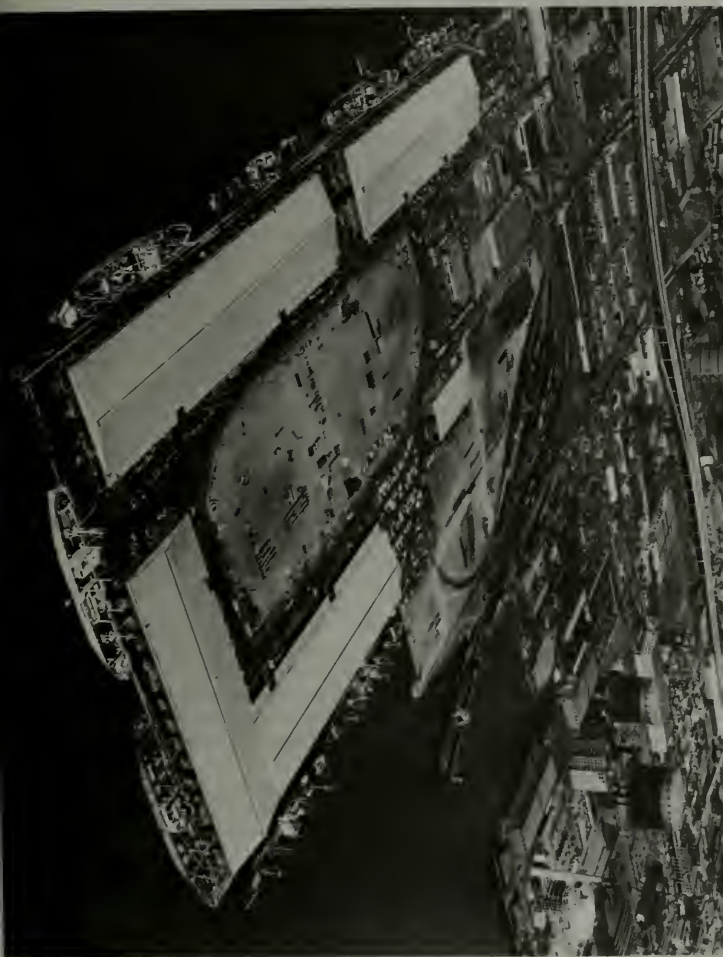
The Commission is granted considerable autonomy in conducting the affairs of the entire port area. They oversee all facets of control, maintenance and area development. Through the Port Director, nominated by the Commission and appointed by the Mayor, the commissioners exercise complete authority over management. In short, the Port Commission would have sole responsibility for determining and implementing policy. The setting of revenue-producing rates, leases and rentals, is vested in the Port Commission.

The Commission is given broad spending powers and is authorized to draw any necessary moneys from the Harbor fund. Expenditures suggested in Prop. C include moneys for advertising, travel and printing. A certain degree of ultimate fiscal control is provided the Mayor and Supervisors by the budgetary process prescribed in the Charter.

This proposition legally guarantees that San Francisco will assume all operating, improvement, and maintenance costs of the Port's physical jurisdiction. Besides the \$60.9 million in outstanding indebtedness, San Francisco must meet the annual operating budget of \$11 million. Since this is only a transfer in trust, the city will not have to pay the estimated \$300 million asset value of the Port.

Approval of this proposition legally binds San Francisco to make \$50 million in capital improvements from bonds on the Port within ten years after the transfer, and \$100 million in improvements within 25 years.

Surplus revenues from Port operations were \$2.25 million for the 1967-68 fiscal year. Port surpluses have averaged \$1.5 million for the past five years. Of all the net revenue above \$250,000, San Francisco will get 15% with the remaining 85% going to the State. San Francisco's portion will be credited to a separate fund for expenditures on capital improvements as prescribed by AB 190 - parks, buildings, recreation facilities,



etc. It is anticipated that surplus funds would be ploughed back into improvements on a scale that would preclude revenues reverting to the State.

The Port Authority's 350 employees will become members of the city Civil Service System, but their retirement will remain under the State's Public Employees Retirement System.

The principal argument favoring this transfer is that it will allow the port to make those improvements necessary to keep abreast of the technological advances in shipping. Should the voters of San Francisco approve Prop. C, and its companion measure, Prop. B, at this November election, or any subsequent election prior to December 31, 1970, this transfer will be effected.

Strong support for these two propositions is evident. The importance of the future economic development of San Francisco's waterfront cannot be overstated. In addition to the modernization of shipping facilities, local control of planning for related commercial and recreation activities should prove to be invaluable.

PROPOSITION D

CHARTER AMENDMENT ALLOWING MULTIPLE- PURPOSE BOND ISSUES

This proposed change adds Charter Section 69.2 providing for multiple-purpose bond issues. Such a multi-purpose bond measure would make it easier to fund projects too large for funding from ad valorem taxes, yet too small to warrant separate bond issues. Particularly, it would enable the city to keep up with the annual maintenance and repair cost of \$3 to \$5 million. There would be no limit to the number of projects comprising the bond measure; however, each individual item must not cost more than \$2 million, and the total bond issue must not exceed \$6 million.

Although each component item must be deemed a capital improvement and be approved by a two-thirds majority vote of the Board of Supervisors, opponents have argued that the bond issue might become a political "grab bag" whereby voters would have to approve some unwanted items in order to get the desired capital improvements. This same proposed charter amendment was submitted to the electorate in the June 4, 1968 election and was defeated.

In favor of Prop. D are several points. Experience in cities like Philadelphia, which has used multi-purpose bond issues, shows that this approach is workable. Budget cutting on necessary improvements has created problems with more costly projects later. Finally, the two-thirds vote required should insure against approval of any issue with unessential proposals within it.

PROPOSITION E

RETIREMENT BENEFITS AND ORGANIZATION

Proposition E provides for a number of changes in the retirement system organization and two significant increases in employee benefits. The Board itself would be changed by adding one member to be appointed by the Mayor and dropping the City Attorney's representative. Pensions would be increased by providing full city allowances plus federal social security, this would replace an integration plan approved by the voters in 1958. A cut-off date of 1977 in the cost-of-living amendment voted in June would be deleted. Other sections would blanket the appointive position of secretary-manager under the Board into Civil Service and require actuarial surveys every two years.

The benefit changes are reported by the Controller to add an annual cost of \$3,289,587, of which \$3,059,197 would be from taxes; this is equal to 13.9 cents in the tax rate.

The largest cost increase, some \$3 million yearly, would result from discontinuing the social security integration plan. Under this system, devised by the former Retirement Board actuary, the city pension allowance is reduced by one-half of the social security primary benefit. The local employees feel strongly that this kind of reduction should not be made. The prevailing practice among many public and private employers is to adapt their pension plans to social security benefits. If Prop. E is approved, it will result in combined benefits which will approach full salary for some employees in the lower brackets. After considerable study of this problem, the Retirement Committee of The Municipal Conference suggested a transition to an integration program like that used by the State and counties.

On the 1977 cut-off of cost-of-living adjustments for persons retiring after that time, this was ostensibly put in the June amendment so that the situation could be re-examined. By deleting this date the cost to the city would be increased by almost a quarter of a million dollars annually.

Other features of this proposition deal with credit for service in other public agencies, with all contributions paid by the employee; appointment of a consulting actuary by the Board, and that all expenses of investing funds be paid by the city and county. The nominations for the public members of the Board would be made by a committee from the Real Estate Board, the Bar Association, the Chamber of Commerce and the Medical Society.

This omnibus proposal comes at a difficult time. The voters have just approved two major changes in retirement benefits which will cost over \$5 million a year. One of them, Prop. O, made changes in the procedure for disability pensions which reduces the urgency for changing the Board make-up, as specified in "E". The other provided a cost-of-living allowance with a cutoff date for a revaluation. This cut-off is deleted in "E". The expensive dropping of the social security offset, the major cost of the measure, is not consistent with many other retirement plans. A suggestion by The Municipal Conference that a transition be made to the method of integration used by the State and other counties was ignored.

PROPOSITION F

APPOINTMENT AND REMOVAL OF CHIEF JUVENILE PROBATION OFFICER

This proposal would amend Section 58 to provide for the appointment and removal of the Chief Juvenile Probation Officer by a majority of the Superior Court Judges. Before removal for cause, the Chief Probation Officer may request a hearing before five Superior Court Judges, appointed by the Presiding Judge. Charter language, which would be deleted by this measure, specifies that the appointment of the Chief Probation Officer be made by the Judge of the Juvenile Court.

Future appointments would be made solely on the basis of specified professional qualifications to be established and published by a majority of the judges.

There has been no opposition to this proposed amendment.

PROPOSITION G

STATE RETIREMENT SYSTEM FOR SHERIFF AND DEPUTIES

Voter approval of Prop. G would add Charter Section 158.5 empowering the Board of Supervisors to contract with the State Public Employees Retirement System to allow the Sheriff and all deputized personnel to become members in the State System.

Should two-thirds of the 170 deputized employees elect to join the State retirement plan, then each deputized employee would have the individual option of remaining with the city retirement system or transferring to the State plan. Thereafter, all entering new employees would automatically join the State retirement program.

Since individual benefits under the State system will not be computed until this amendment is passed, it is not possible to illustrate the exact advantages and disadvantages of the two systems. However, proponents' arguments are based upon the recent State ruling that Sheriff Department employees are no longer entitled to Social Security benefits by virtue of their being "peace officers". On the November 1967 ballot a proposal failed that would have liberalized retirement benefits for those personnel at a cost to the city of \$52,000 a year.

The city Civil Service Commission is opposed to this proposition on the grounds that it would: destroy parity among the city's miscellaneous employees and prevent deputized personnel from being able to transfer and be promoted to other city jobs. Perhaps the strongest argument against liberalized retirement coverage is the lesser amount of hazard in the jobs; local employees are not law enforcement officers in the same category of all other California counties; the local office is limited to civil laws and the handling of prisoners in courts and jails.

PROPOSITION H

AUTHORIZATION FOR 3,000 ADDITIONAL PUBLIC HOUSING UNITS

Proposition H is a policy statement declaring it to be the official policy of San Francisco to provide 3,000 low and moderate income housing units. By State law, all public housing must be approved by a majority of the electorate.

The Housing Director estimates this authorization for 3,000 units now up for voter approval will be adequate for the next four years. In 1964, a similar measure authorized the construction of 2,500 low rent housing units and 800 of these are still in the planning stage. Those yet to be built will be for families and will be 3, 4 and 5-bedroom units. The principal delay in their construction is due to a lack of available sites.

The argument for approving this measure is based on the lack of low rent housing available in San Francisco. There are now 5,000 applications on file - 3,000 for senior citizens and 2,000 for families.

The arguments against approval of this measure are mainly philosophical and fiscal. Some opponents contend that it is not the role of government to subsidize living accommodations for low income residents. Other opposing arguments cite the loss of revenue resulting by removing this property from the tax rolls. A program of leasing private units through rent supplements, as a substitute for building public housing, is an alternative favored by one group.

PROPOSITION I

INCREASING SCHOOL TAX RATE LIMIT BY 98 CENTS

The Board of Education asks the voters: Shall the tax rate limit be increased 98 cents from \$2.55 to \$3.53 per \$100 assessed value? The present tax for schools is \$3.30 including expenses exempt from the limit; for purposes within the limit the district is at its legal maximum of \$2.55. This proposal is submitted to allow a continued rise in expenditures until 1971 when the State-specified limits are scheduled to expire.

A liberal spending policy together with a relative decline in state-aid-to-education has sent the school tax rate to its maximum of \$2.55. In the past 15 years, the State's share of the local school budget has declined from 34.8% to 17.4%. In the

last two years expenditures have soared. This year the budget increase was \$15.8 million, mainly due to added employments, salary and wage increases of 6% to 9.8%, and fringe benefits.

For twenty years prior to 1957 the tax rate limit was \$2.00 per \$100 assessed value. In 1958 it was raised to \$2.50, and in 1964 an amendment to the Education Code increased it to \$2.55. There are a number of items exempt from the tax limit; this accounts for the difference between the total rate for schools of \$3.30 contrasted to the limit of \$2.55. Retirement contributions are a large exempt expense. An employee dental care program costing an estimated \$1.2 million, which was approved this year, is an example of another exempt item.

A breakdown of the school department's projected needs, and the funds available, indicates that the budget will be short \$8.4 million in 1969-70, and \$9 million in 1970-71. The two principal cost items in this projection are cost-of-living increases of \$10.2 million for the two years, and \$4.9 million to complete the class-size reduction program by hiring 600 more teachers. Increased enrollments for the next two years account for \$1.2 million. Only \$531,000 has been projected for opening new schools.

Comparisons have been made of tax rates for school purposes in large California school districts. San Francisco has the lowest rate and the lowest limit. This results from the high assessed value per pupil here. On a different basis, the expense per pupil, San Francisco is at a comparable level with many Bay Area districts and large California districts.

In favor of an affirmative vote on this question are the problems of urban schools and their costly solutions; the changing population mix, with increases in minority pupils with special problems, and the low achievement scores in many of the local schools. Those who oppose raising the tax limit believe that the Board and the Superintendent are embarking upon extravagant programs which are considered educational "frills". Regardless of the outcome of this vote, the fact remains that the State must recognize the financial problems of large city schools, and the influence that a heavy tax burden can have on the movement of middle class families to the suburbs.

PROPOSITION J

HOURS OF MEAT SALES

This initiative ordinance would remove any restriction on the hours during which meat can be sold in the city and county. The Junior Chamber of Commerce sponsored the circulation of petitions early this year on this matter. At that time meat could not be sold after six p. m. , nor on Sundays and holidays. The Board of Supervisors then revised the code to extend sales to nine p. m.

There is no affirmative argument presented in the voters' pamphlet on Prop. J. A negative argument is submitted by the Meat Institute and a large number of district merchants join in urging a "NO" vote. For many years other Bay Area counties have sold meat at all hours and on Sundays and holidays.

PROPOSITION K

POLICY DECLARATION ON TAX LIMIT

This question of policy was qualified for the ballot by circulation of petitions by a group designating itself as the Committee for Fair Rent and Taxes. The voters are asked whether it should be the policy of the city and county to limit assessments to 10 per cent of value on homes and small income properties with a gross monthly rental of \$1,000 a month or less. The declaration also states that any tax loss from this limitation should be made up by the corporations with gross profits exceeding \$1 million annually.

The petitions on this matter were circulated in connection with petitions for a proposed charter amendment to limit residential rents to 20 per cent of tenants' net income. The policy question on taxes secured 12,687 valid signatures with 12,004 required. The rent control measure failed to qualify for this election.

It is doubtful that an affirmative vote on K could have any effect as the 10 per cent assessment is in conflict with State law. AB 80 specified a ratio of assessment ranging between 20-25 per cent; San Francisco's Assessor has used 25% for the last two years.

The City

VOL. 48

OCTOBER 22, 1969

NO. 1

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SCIENCE & TECHNOLOGY DEPT.

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 4, 1969 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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RECREATION AND PARK BONDS \$9, 998, 000

The bond proposal is for improvements, additions and repairs to the properties of the Recreation and Park Department. It follows two attempts to secure bond funds in 1968 both of which failed to obtain two-thirds voter approval by narrow margins. Although many of the projects in the previous submissions remain in Prop. A, it is generally accepted as being better balanced and limited to urgent items.

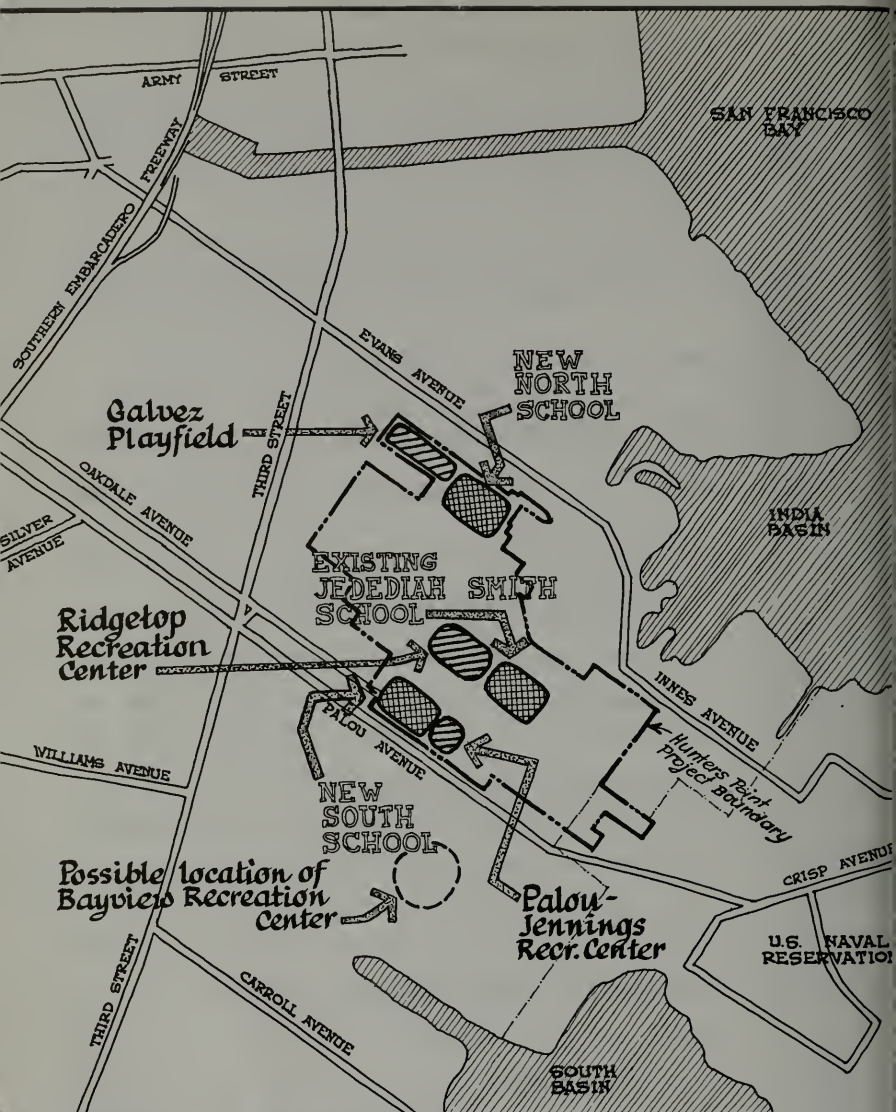
In November 1968 the bond proposal was limited to the Hunters Point-Bayview districts. The largest amounts in the present proposition are for those areas. It is expected that facilities in the Hunters Point Redevelopment Project will be credited toward the city-county share of redevelopment.

A breakdown of Prop. A is shown below:

1. Hunters Point Redevelopment Project Playgrounds, Parks and Other Facilities	\$2, 800, 000
2. Chinatown Area Recreation and Park Improvements	300, 000
3. Golden Gate Park Rehabilitation and Improvement	674, 000
4. Mission District, Rehabilitation and Improve- ment of Recreation and Park Facilities	369, 000
5. Protective Lighting, Various Locations	250, 000
6. South of Market Park	898, 000
7. Bayview District Recreation Facilities	1, 900, 000
8. Rehabilitation and Reconstruction of Children's Area and Playgrounds and Modern Design Equipment	350, 000
9. Crocker-Amazon, Excelsior, and Visitacion Valley Recreation Facilities	600, 000
10. Athletic Field Floodlighting	500, 000
11. Eucalyptus Avenue Park Development Eucalyptus Avenue and 25th Avenue	35, 000
12. Camp Mather, Tuolumne County	80, 000
13. Marina Small Craft Harbor	150, 000
14. Duboce Park, Duboce Ave. and Steiner Street	75, 000
15. Portable Recreation Equipment	20, 000

All but Item 1 are based on 1969 prices, Engineering News Construction and Building Cost Indexes for San Francisco of 1550 and 910 respectively. Estimated escalation requirement for items 2 through 15. 997, 000

TOTAL \$9, 998, 000



HUNTERS POINT REDEVELOPMENT PROJECT
SHOWING SOME PROP. A AND PROP. B PROJECTS

The annual cost for bond interest and redemption of Prop. A over 20 years is reported at \$739,852. The yearly increase in maintenance and operation cost is estimated to be \$518,515. These two amounts would require annual appropriations equal to 5.61 cents in the tax rate. In addition, the Controller reports that property removed from the assessment roll under this program will reduce the tax yield.

PROPOSITION B

SCHOOL BONDS - HUNTERS POINT \$5,000,000

Prop. B would provide money for the construction of two new elementary schools in the Hunters Point Redevelopment Project and the rebuilding of an existing school, Jedediah Smith.

Over 2,000 housing units are planned for the redevelopment at Hunters Point. The schools in Prop. B are part of the public facilities the city and county officials want for the area. It is anticipated that some \$2 million in credit will be allowed by the Federal Government from this bond issue. The share for San Francisco is \$11 million of the total redevelopment project of \$33 million.

This bond proposal, because of the redevelopment aspect, is a special situation. A much larger general school bond issue will probably be submitted next year.

Bond servicing is reported at \$462,500 a year for 16 years, equal to 2.06 cents in the tax rate.

PROPOSITION C

MULTI-PURPOSE BONDS \$4,930,000

Last November the voters approved a charter amendment which permits the submission of bond issues for more than one purpose. This is the first city and county bond measure with many objectives - there are over a hundred jobs grouped in this issue.

The principal argument for approval of "C" is the costly deferred maintenance which these many projects are designed to correct. There is only one new building in the list - a new Ingleside police station. Reductions which are made by the Mayor and Supervisors in budget requests are reported to account for many of these projects.

Following is a summary of the bond proposal:

Health Dept.		
Central Offices	\$156,200	
Laguna Honda	662,800	
Hassler	201,200	
Emergency Hospitals & Health Center	<u>194,300</u>	\$1,214,500
Fire Dept.		80,100
Police Dept.		705,100
Sheriff		991,600
Juvenile Court		364,800
Academy of Sciences		140,000
Purchasing Dept.		288,500
Dept. of Public Works		278,100
General Government		
Acquire New Building	253,000	
Improvements to Bldgs.	<u>614,300</u>	<u>867,300</u>
		\$4,930,000

The Controller reported the bond cost at \$486,427 annually for fifteen years, equal to 2.17 cents in the tax rate. There is no indication of changed maintenance and operating costs. The Chief Administrative Officer is of the opinion that costs may be reduced by these repairs and improvements.

SALARIES, HOURS AND FRINGE BENEFITS FOR POLICE AND FIREMEN

This omnibus proposal is a consolidation of many amendments considered by the Supervisors relating to positions and benefits in the police and fire departments. Prop. D requires over twelve pages in the voter's pamphlet and would effect numerous changes in job titles, top salaries and probable future revisions in hours, working conditions and fringe benefits.

Briefly stated, this measure would put a ceiling on hours of work which could lead to shorter work weeks in the two departments, raise the salaries of the chiefs and deputy chiefs and other ranks, create several new ranks of "Director" at higher pay, make the highest pay in the State a minimum, and place the setting of fringe benefits in the hands of the Board of Supervisors by ordinance, remove the 1 to 500 population ratio limit, make inspectors' ranks subject to competitive examination and provide for arbitration of fire department grievances.

Much of the discussion over this measure has centered about the creation of new director titles with a \$1,533 monthly salary. In particular, the proposed Director of Community Relations with Bureau status created a storm of controversy. Some thought the function was important enough to merit a deputy chief. Since its inception the unit has been headed by officers of various ranks from patrolman to lieutenant.

The official argument for "D" stresses the need for more benefits to recruit new men for these departments. The fact is that the present starting salary is one of the highest in the nation and the maximum of \$983 monthly was set on the basis of a small group of specially qualified police officers in Berkeley. There is no recruiting difficulty in the fire department and the police problem may not be a matter of money. A civil service requirement that applicants be California residents practically eliminates nationwide recruiting.

The Controller has reported that Prop. D would raise the cost of government by almost \$5 million a year. Traditionally, these estimates are conservative and this is based on conditions and benefits of other salaried city employees. The total cost at \$4,845,000 of which \$4,777,000 would be from taxes; this is equal to 21.3 cents in the tax rate.

A number of organizations in The Municipal Conference are opposed to "D". The Police Officers' Association has also inserted a negative argument in the voter's pamphlet. The measure appears to have little to recommend it in terms of improving the operation of either the police or fire departments. What is virtually guaranteed is large and continually rising costs.

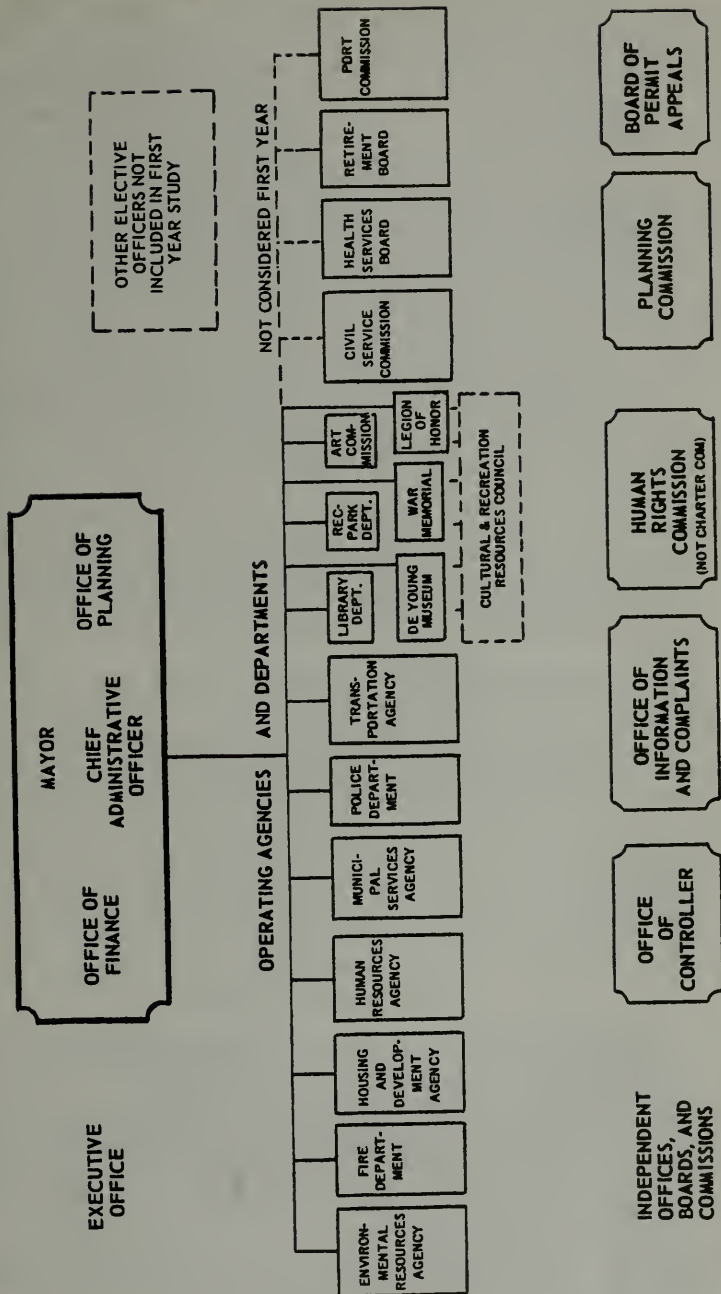
PROPOSITION E

CHARTER REVISION - FIRST INSTALLMENT

Proposition E is presented legally as a new Charter. It is a product of the Citizens Charter Revision Committee and was submitted to the voters by the Board of Supervisors after some changes. The intent is to obtain approval of this measure which alters the basic governmental structure and have later submissions covering employee benefits and other subjects.

The Charter Committee consists of 21 citizens appointed by the Mayor and Supervisors. It could be described as being representative of many segments of the community including labor, business, professions, ethnic groups, political parties, civic organizations, etc. For more than a year the Committee held hearings, had the services of a small staff and studied means of changing the local government structure. Reports were issued which were the basis of public hearings in various parts of the city. After several meetings with the Supervisors' Legislative Committee, the proposal was approved for submission by the board.

THE EXECUTIVE BRANCH AS PROPOSED BY PROPOSITION E



The principal changes the new charter would effect relate to: the Mayor's Office with centralized executive power; the Board of Supervisors with provisions for budget and administrative aides and power to comment on and criticize administrative performance; a grouping of present departments into agencies with a "cabinet" concept; the creation of an independent office of information and complaints, and a basically changed budgetary review and formulation.

From the standpoint of the average voter he will receive 239 pages of Charter language in two pamphlets, plus a pamphlet with one official positive argument and twelve negative arguments from diverse sources. Some of the news media will probably point out that we need a new Charter because the present Charter is lengthy, hard to read, and ought to be replaced. A document which has stood the test of time, depression and war, legal tests, and maintained a government free of scandal deserves something better. The bulk added to the Charter is largely in employee benefit measures submitted by the Supervisors; the basic organization is unchanged.

The entire thrust of Prop. E is to create a governmental structure which will increase the powers of the Mayor and Supervisors. The planning director, budgeting, and the Chief Administrative Officer are placed under the Mayor. Additional high-paid jobs are created in the Mayor's office and Board of Supervisors - all exempt from Civil Service. Several super-department head positions are also called for by Prop. E.

A recurring criticism of this approach to Charter revision in stages is the uncertainty of all phases being submitted and approved. This seems particularly true when we consider that the second year's work is supposed to be on employee benefits and the Supervisors saw fit to submit an amendment (H) providing for collective bargaining at this election. A contract from such "bargaining" could well supersede many of the employee benefit sections of the Charter.

The changed status of the Chief Administrative Officer and the narrowed jurisdiction of the Controller have also been strongly criticized.

A Charter is so fundamental to the effective operation of government that sweeping changes should not be made lightly. The present Charter became effective in 1932; it was submitted by a board of elected freeholders. Its stringent provisions on financial transactions, a series of checks and balances and non-interference in administrative matters by elected officials were based largely on a distrust of such officials - and with good reason. The present proposal does not result from a comprehensive analysis of the current Charter. Prop. E, because it is only part of a Charter with no real assurance that any other part will ever be voted upon, is not an acceptable substitute.

PROPOSITION F

LIMIT ON POLICE FORCE

For many years the Charter has contained a provision intended to limit the police force to not more than one police officer to each 500 of population. Prop. F makes that limitation ineffective.

The Charter ratio actually has no effect now. The police force now exceeds the limit with an authorized strength of over 1,800 and a population of about 750,000. However, an opinion of the City Attorney held that police officer means "patrolman" and all higher ranks are not counted. This interpretation has kept the force within the ratio.

Any provision of this kind is purely arbitrary and serves little purpose. If the limit is nullified by Prop. F, the force will continue to be controlled through the budgetary process.

REDUCED SENIORITY CREDIT-POLICE AND FIREMEN'S PROMOTIONS

This measure would reduce the advantage that a policeman or fireman of long service now enjoys in promotional civil service examinations. In the entrance ranks this would mean a cut in the maximum credit from 15 to 10 per cent.

The proponents are newer members of the departments who feel that seniority is too heavily weighted so that promotions are not likely without long service. Both the police and firemen's organizations have negative arguments in the voter's pamphlet stressing that there is no substitute for experience.

In a period when retirement liberalization is made at great cost to bring the average age down and the problem of recruiting the best young men exists, there seems to be little justification for promotions based on long service.

PROPOSITION H

BARGAINING AGREEMENTS FOR CITY-COUNTY EMPLOYEES

Prop. H would require the Board of Supervisors to enter into bargaining agreements with employee organizations on compensation, vacations, sick leave and other working conditions. The employee groups would be formally recognized and any agreement approved by the Supervisors would be exempt from referendum vote.

The broad scope of this proposal and the serious financial implications can be seen in the introductory clause: "Notwithstanding any other section of this Charter, any existing ordinance of the Board of Supervisors, or any Civil Service rule, regulation or policy. . . ." This means simply that salaries, vacations, sick pay and other working conditions are superseded by whatever agreement can be obtained from the Supervisors by organized city employees.

Though the term "collective bargaining" is used in this amendment it is a misnomer when applied to public service. There is no management in government which is comparable to that in private industry. There is no profit and loss in government and no final alternative of going out of business - this is not possible with water service, transit, hospital care, etc. Prop. H is vague about any management representation. It says only, "After appropriate parties have finalized a collective bargaining agreement. . ."

Informed persons in the field of public employee problems feel that some form of binding arbitration may be the only answer to employee grievances, strike threats and work stoppages. Even as the vote on this proposal is pending, one of the sponsoring unions is demanding a 35-hour work week from the Redevelopment Agency. The teachers' union is discussing a strike over issues with little relevance to education.

There is a State law which provides for the recognition of employee organizations in counties and cities. This is now in the process of being implemented. Until basic decisions are made on recognition, election, etc., it is clear that an amendment as sweeping in effects and with such obvious deficiencies is premature, to put it mildly.

PROPOSITION I

PORT COMMISSION REVENUE BONDS

This amendment would remove the San Francisco Port Commission from restrictive provisions on revenue bond issuance in the State Harbors and Navigation Code. The purpose is to permit the Commission to adjust to changing money markets so that bonds can be sold at interest rates above six per cent. The new language would permit the Commission to sell bonds at the lowest net interest cost, the rate to be fixed by competitive bid with provisions for rejection of bids which are too high.

Revenue bonds are to be issued on improvements which can be financed from revenues. A lessee, such as a steamship company, would be obligated to pay the cost of the bonds. The bonds are not part of the city-county bonded debt which is subject to the tax limit.

When San Franciscans voted to take over the Port last year they agreed to issue \$100 million in bonds. Some fiscal experts believe it will be very difficult to finance this amount of general obligation bonds. Revenue bonds will count toward this total requirement. The approval of Prop. I would facilitate their issuance and the needed improvements they would make possible.

PROPOSITION J

PROGRESSIVE PAYMENTS ON PUBLIC WORKS CONTRACTS

Prop. J would increase the payments which could be made to contractors during the course of work on a city contract. The present limit is 90 per cent of the value; this amendment would increase the amount to 95 per cent. After half the work is completed, up to the full amount could be authorized for payment provided the contract is being carried out.

Contractors are the principal proponents of "J". They point out that they are State licensed, carry bonds and meet inspection standards. The ten per cent now withheld until completion is said to discourage bidding, raise contractors' costs because of borrowing and delay payment to sub-contractors.

In opposition it is reported that the withholding of a portion of a contract amount is common in private contracts to assure satisfactory completion. The delegates of The Municipal Conference recommended a NO vote on "J".

PROPOSITION K

CRAFT WAGES

This measure would change the date used to fix craft wages from July 1 to August 1. Craft wages are based on agreements in effect in private industry. The purpose of the one month change is to obtain any rates which may be negotiated during that month. The effect would probably be to include some higher rates at greater cost to the city and county.

Employees in the crafts who work for the city now have the advantage of regular assignments at hourly rates which are premised upon seasonal and fluctuating requirements in private industry. In addition, they have civil service status, vacation and city retirement benefits. The Municipal Conference recommends a negative vote on "K".

TAXPAYER FINANCED EMPLOYEE HEALTH PLAN

Prop. L would require the city and county to pay the total cost of health plans for active and retired city and school employees. Any dependents covered would continue to be a responsibility of the members.

Under the present arrangement the city and county pays administrative costs and up to six cents in the tax rate toward health care costs. This fiscal year the public cost amounts to \$2,061,774. The employees pay the balance. If Prop. L is approved the additional cost to the city and county would be \$2,853,756 yearly of which \$2,375,065 would come from taxes. This is equal to 10.6 cents in the tax rate.

San Francisco was one of the pioneers among public agencies in setting up an employee health care plan and later contributing to its financial support. There is now wide coverage in both public and private employment. It is almost impossible to make meaningful comparisons on health plans without examining the entire employee benefit package.

The Municipal Conference delegates recommended against Prop. L on the basis of the high cost and the liberal compensation and benefits already enjoyed by city and school employees.

PROPOSITION M

ACADEMY OF SCIENCES ADMISSION CHARGES

The language of this amendment would permit the Academy of Sciences to make "reasonable and appropriate" admission charges to the Aquarium and other facilities. Such charges would be subject to the approval of the Board of Supervisors.

This year's budget totals \$1,633,134 for the Academy and Aquarium; of this, the city and county provides \$558,195. The Academy trustees must raise over a million dollars from private sources. An admission charge would help support the facilities and could relieve the taxpayers of additional cost. It is estimated that three-fourths of the users are from outside San Francisco. The "pro" argument sent to the voters asserts it is not proposed to charge children or student groups and that there would be "free" days.

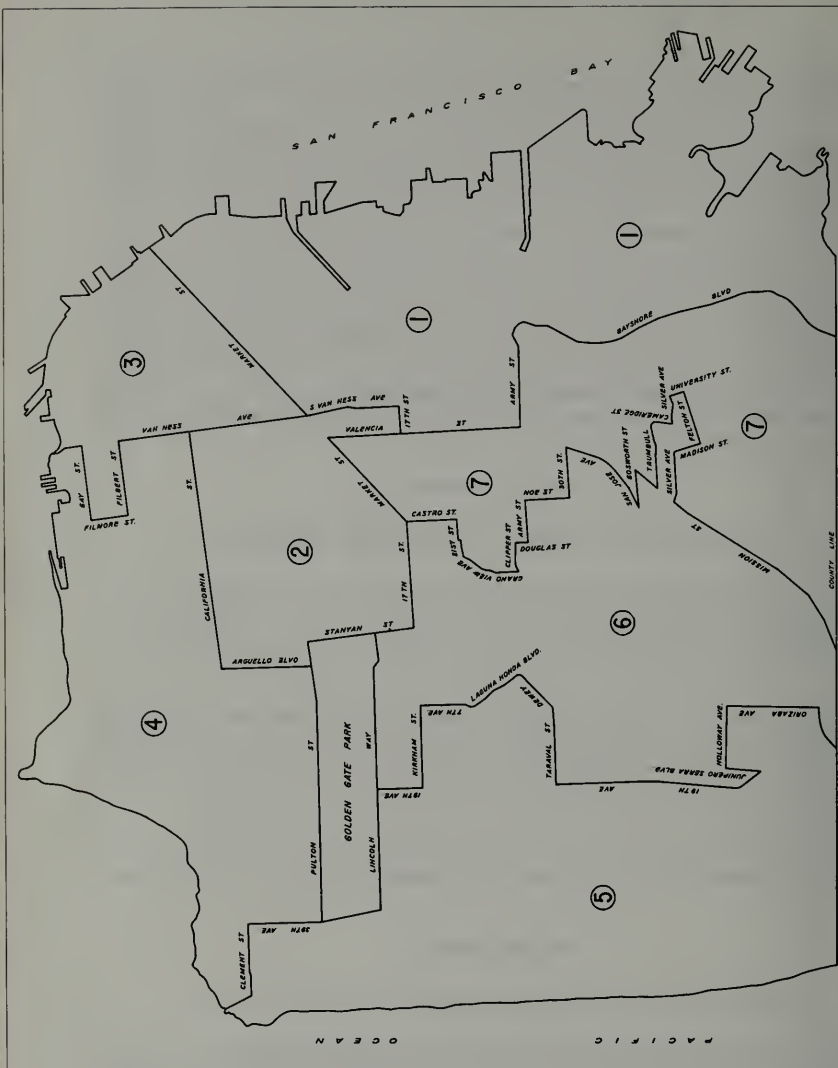
The Municipal Conference delegates recommend approval of Prop. M.

PROPOSITION N

RETIREMENT COVERAGE - UNDERWRITERS FIRE PATROL

Six men employed by the private Underwriters Fire Patrol prior to 1943, when the city made the patrol part of the Fire Department, could obtain retirement credit for their service under this amendment. Such coverage would be optional and the men would contribute their share of the cost.

The annual cost of "N" has been reported at \$7,417. The Municipal Conference delegates support a YES vote on "N".



PROPOSITION Q
ELECTIVE SCHOOL BOARD
DISTRICT BOUNDARIES

PROPOSITION O

RETIREMENT COVERAGE - MILITARY SERVICE

Two groups who were in WW II in military service would receive retirement system credit with this measure. Eight employees of the transit system who were absent on military leave from the former Market Street Railway would get retirement credit from the date the city and county purchased the railway in 1944. Some 64 employees who were on the civil service eligible list while in military service would be given retirement credit from the date their names were reached for appointment.

The first year cost of "O" is \$65,139 and the annual cost in the following years would be \$36,146.

Delegates of The Municipal Conference recommended a NO vote on "O" because the coverage of the larger group would extend retroactively to a date before they were actually employed.

PROPOSITION P

POLICY DECLARATION

SHALL THE BOARD OF EDUCATION BE ELECTIVE?

This policy question was submitted to the voters by the Board of Supervisors to obtain public opinion on an elective versus an appointive Board of Education.

"P" was submitted at a time when it appeared that the initiative amendment which later became Prop. Q had not qualified for the ballot.

PROPOSITION Q

BOARD OF EDUCATION TO BE ELECTED BY DISTRICTS

Some 46,646 valid signatures were obtained by a group known as the Concerned Parents Association to place this initiative charter amendment on the ballot. If approved, the selection of the seven members of the Board of Education would be changed from one of appointment by the Mayor and confirmation by the voters to a system of direct election from seven districts specified in the measure.

The present method of appointment and confirmation of the Board of Education is unique in California, and perhaps in the nation. All other California school district boards are elected. Observers of the school system generally agree that the appointive arrangement worked satisfactorily during the halcyon times before the problems of high taxes, quality education and minority student integration became acute. In recent years demands for a directly representative Board have been frequent.

It is impossible to predict what the results will be for education in San Francisco if Prop. Q is approved. There is strong criticism of the district boundaries by minority groups, but it is likely that any area breakdown would have its critics. The concept of districts in such a compact school jurisdiction may also be attacked as unnecessary. Trading projects and favors between districts is also a potential hazard.

One factor that is definite is that the compensation of Board members would rise from \$100 to \$500 a month, at an increased annual cost of \$33,600.

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May 21, 1970

No. 1

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PROPOSITION A \$45,000,000 SCHOOL BUILDING BONDS

Proposition A is the first phase of a three stage program of updating, and earthquake-proofing San Francisco's schools. Eighty-two school buildings are reported to be below minimum safety standards established by the state to protect children in case of a severe earthquake. State law provides that schools built before 1933 must meet earthquake building standards by 1975 or be abandoned.

The total three stage program for the schools may involve expenditure of from 126 to 130 million dollars. Presumably this will mean additional bond submissions in the near future to meet the 1975 deadline.

The breakdown of Prop. A is as follows:

Basic modernization of about one-third of the oldest school buildings below state standards, with provision for inflation and architectural work covering other phases of the program.	\$36,600,000
200 portable classrooms for pupils while work is being done.	3,400,000
Redevelopment of Hunters Point area.	
Construction of two new schools and modernization of a third.	<u>5,000,000</u>
	\$45,000,000

The \$5 million for Hunters Point schools is not related to the safety aspect of the bond submission except as it affects the improvement of an old school. It is part of the Redevelopment Agency's program for Hunters Point providing new housing and community facilities. The amount in this bond issue would be credited toward San Francisco's cash contribution to the redevelopment project.

No classrooms will be added by the approximately \$35 million to be spent for safety and updating these schools. As the buildings will be stripped down to provide strengthening, the classrooms and related facilities will be restored as modern units. Many educational concepts have changed in the fifty or sixty years since these schools were built. The plan is to provide rebuilt schools which are current in their layout and materials as well as safe.

Based on a five year construction program, the controller has reported that the average amount for bond interest and redemption would be \$3,600,000 a year for nineteen years. This is equal

to 15.99 cents in the tax rate. It has been pointed out that amortization will be paid from sales tax revenues. However, this is a matter of application of tax resources and does not decrease the taxpayers' cost.

Prop. A has wide support of officials, civic and labor organizations. One large homeowners organization is opposed and has placed a negative argument in the registrar's pamphlet.

PROPOSITION B **\$5,000,000 STREET LIGHTING IMPROVEMENT BONDS**

This bond proposal is a continuation of the street lighting improvement program which was undertaken with the approval of \$7 million in bonds in 1964. While many of the areas listed for better lighting in 1964 have been completed, there are numerous projects under the old bonds which will be going out to bid through most of 1971. Those areas which are scheduled for new lighting in the 1970 proposal have contract bid dates into 1974.

The public works department points out that in 1963 there were 29,355 street lights with a total light output of 138,000,000 lumens. By mid-1969 the number had increased to 35,559 lights producing 303,000,000 lumens. About 22,000 new lights were installed since 1963 to effect this change.

Reduction of traffic accidents, street crime and "enhancement of the night environment" are the hoped-for results of improved street lighting. It is difficult to measure the effects of better lighting. From the start of the program to 1968 the ratio of night street crimes to day-light crimes dropped from 2.5 to 1.8.

The following table summarizes the program involved in Prop. B. It represents a continuing changeover from incandescent lights to mercury vapor. The reference to PG&E is for replacement of Pacific Gas and Electric Company lights 25 years old or older in 1972 with city-owned underground-wired systems.

<u>Street Light Unit</u>	<u>Ownership</u>	<u>Quantity Remove</u>	<u>Quantity to be Installed</u>	<u>Instal- lation Cost</u>	<u>Total Project Cost</u>
2500 Lumen Incandescent	City	234			
4000 " "	"	1197			
6000 " "	"	255			
2500 " "	PG&E	20			
4000 " "	"	769			
175 Watt Merc-Vapor	City		1678 x	1117	\$1,874,326
250 " " "	"		799 x	1129	902,071
400 " " "	"		458 x	1007	461,206
		2475	2935		\$3,237,603
				Approx.	3,200,000

Replacement of funds reserved from 1964 Bonds for improvement of street lighting in connection with Market St. Reconstruction project.	<u>1,000,000</u>
Total (1969 Prices)	\$4,200,000
Price Escalation to 1975	<u>800,000</u>
Total Proposed 1970 Bond Issue	\$5,000,000

The controller reports that amortization of these bonds would cost \$422,222 for eighteen years — equal to 1.87 cents in the tax rate. A reduction of \$30,209 per year in operation and maintenance costs has been estimated by public works engineers. Beginning the fifth year, this saving would lower the tax rate equivalent to 1.74 cents.

PROPOSITION C
\$5,767,000 FIRE PROTECTION BONDS

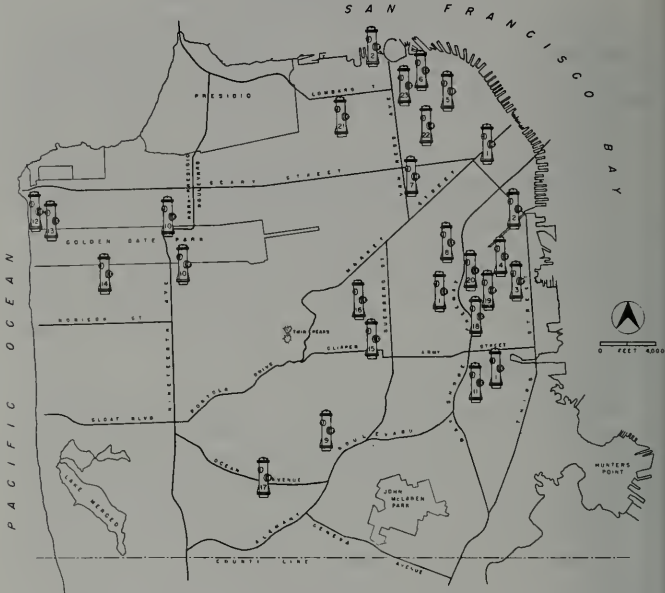
Improvement in water supply for firefighting represents the largest part of this bond proposal — \$2,974,000 for the high pressure system and \$1,019,000 for the low pressure water distribution system. The balance of \$1,774,000 is for equipment and apparatus.

The high pressure system is maintained by the Fire Department and has been available since its construction after the 1906 fire. It is mainly in the downtown commercial and industrial sections. Prop. C would provide extension of the system, additional cisterns, remote control of valve gates and convert the pumping stations from steam to diesel power with lower operating costs. San Francisco's Water Department maintains the low pressure system. A 1966 survey showed 35 water flow deficiencies. Improvements now sought are installation of large water mains at 11 locations and new connections between mains.

Equipment which could be bought through Prop. C includes pumpers, aerial ladders, a fireboat and miscellaneous apparatus. The object is to have replacements so that first-line equipment is not over fifteen to twenty years old. The increase in alarms to 31,019 in 1968–69 from 14,870 in 1961–62 has increased the equipment problem with more wear and accidents.

A complex cost estimate has been submitted by the controller. The average debt service on the bonds for 18 years would be \$486,991 — equal to 2.16 cents in the tax rate. The new fireboat would add \$423,087 operation and maintenance costs after the first year; this would raise the annual tax rate costs to 4.04 cents. However, after 4 years the decreased costs of operating and maintaining the water systems (\$170,000 annually) would lower the tax equivalency figure to 3.28 cents — \$740,078 a year for the fifth and following years.

San Francisco's present status as a Class II city for insurance rating has an important bearing on Prop C. Our present deficiency points are 985. If this rises above 1000, the city drops to Class III. A letter to the fire chief from the Fire Rating Bureau in February



PROPOSED IMPROVEMENTS TO WATER SUPPLY SYSTEMS
1970 Fire Protection Bond Issue

estimated the increased premium cost for a Class III rating at between \$946,000 and \$996,000 a year. The deficiency points would be lowered by the improvements in Prop. C.

There is no organized opposition to Prop. C

PROPOSITION D AIRPORTS COMMISSION

This charter amendment would effect the first radical change in the Public Utilities Commission from its beginnings in 1932. It would remove airport management entirely and leave the Water Department, the Municipal Railway, Hetch Hetchy Project, Utilities Engineering and the Light and Power Bureau. A new Airports Commission with five members appointed by the Mayor for fixed, staggered terms would be created.

Considerable discussion of Prop D occurred in the Board of Supervisors before its submission. The board has retained final approval or disapproval on budgets, revenue bonds and leases. The new commission could spend money for planning rapid transit but is limited to the airport boundaries for construction of transit. Generally, the airports commission would succeed to all powers and duties in the management and control of the airport now exercised by the Public Utilities Commission.

The new commission would appoint a director of airports to hold office at its pleasure. Three divisions under the director would be non-civil service and other bureaus could be created. The three are for business administration, operations and planning and development. A non-civil service secretary to the commission would also be appointed.

Financial provisions establish an "Airports Revenue Fund" into which the entire gross revenue of the airport would be deposited. Moneys in the fund would be paid out in the following priority: (1) operations (2) pensions (3) revenue bonds (4) general obligation bonds (5) reconstruction and replacement (6) acquisition of land, buildings, equipment (7) repayment of any taxes paid on general obligation bonds (8) other lawful purposes.

Approval of Prop. D may be the first step in the breakup of the utilities organization. There have been requests for a transportation commission. Some of the other functions might well be placed under the Chief Administrative Officer. There has been no overall study of the reorganization of the utilities. The desire for Prop. D with its new commission apparently stems from two bases: the rapid growth of the airport and the future tie-in with a regional

airports operation. The creation of another commission is not greeted with enthusiasm by students of local government. The Blyth Zellerbach studies ten years ago were critical of commission performance and much adverse testimony was heard by the charter revision group last year.

PROPOSITION E FIRE DEPARTMENT SALARIES AND WORKING CONDITIONS

Prop. E would mean changes in the method of setting hours, salaries and other fringe benefits. The present charter stipulation that all shifts begin at 8 AM would be dropped and the supervisors would establish by ordinance the "basic week of service". Salaries would be not less than the highest in California cities over 100,000 population. The supervisors would also set overtime, holiday pay; they may also provide pay for educational incentive programs, premium pay or other working benefits.

The firemen now work 24 hour shifts. The Chief and a management firm have recommended the division of the 24 hour period into a 10 hour day shift and a 14 hour night shift. The danger of fatigue over 24 hours is the Chief's and consultants' view. The employees are strongly in favor of retaining the 24 hour shifts. They work an average 52 hour week and want this reduced to 48+ hours — two 24 hour shifts per week. There is no assurance as to what kind of schedule might develop if Prop. E passes and this question is placed in the board of supervisors.

On the salary language change, the firemen now receive the highest pay in the state and their beginning salary is higher than the maximum in many cities. As one supervisor stated before the board, this one change could cost "countless millions of dollars".

The controller reports that overtime, holiday and shift differentials would, in his opinion, add \$1,277,000 to the annual costs of government. Increases for educational incentives and other benefits and future salary changes based on the new language would be additional.

The Mayor, fire commission and the Chief favor Prop. E. The firemen appear to be either neutral or opposed. Several Municipal Conference organizations are opposed because of the tax cost.

PROPOSITION F BONDED DEBT LIMIT

This measure would exempt the airport from the bonded debt limit of 12% of the assessment roll. It also removes the ceiling from bonds for sewers, sewage treatment and water pollution control

when such bonds are financed by sewerage service charges.

The airport has been self supporting for over twelve years. Water bonds have been exempt from the debt ceiling and this amendment would place the airport in the same category. If Prop. D is approved, it is likely that the new commission would make use of revenue bonds which would be outside the limit.

The situation on sewage and water pollution is unique. It is proposed that a sewer service charge would be used to retire the bonds which would then be exempt from the limit. An emergency problem exists on water pollution and this may be the only means of financing the necessary facilities. There is not enough leeway under the present bond limit to fund a large crash program. There are more bonds authorized than can be sold. At the first of this year there were \$168 million in approved bonds and the limit on sales was \$119 million.

Prop. F has wide organizational support and no opposition.

PROPOSITION G PAY OF DISABILITY TRANSFEREES

Compensation of employees transferred for disability would be set under the normal standardization procedure after ten years service, according to the terms of Prop. G. At the present time a person transferred for disability is tied to the salary of his former position. There are about 100 employees serving under disability transfers. Only a few with long service would be immediately affected by this measure.

The increased cost of Prop. G for the first year is reported to be \$5,671.50.

PROPOSITION H DECLARATION OF POLICY: BUSING SCHOOL CHILDREN

Six supervisors submitted the following policy question:

Shall the San Francisco Unified School District compel elementary school children (kindergarten through sixth grades) to be bused or reassigned to schools out of their immediate neighborhoods without parental consent?

The supervisors were John J. Barbagelata, Robert E. Gonzalez, James Mailliard, Peter Tamaras, John A. Ertola, Dorothy von Beroldingen.

This is one of a series of policy questions which have been submitted in recent years for a reading of public opinion. The board of supervisors have no power to take any action on the voting re-

sults on Prop. H. The vote may have some value to the Board of Education as an indication of voters thinking, but only in the context of the wording of the question.

PROPOSITION I

POLICE INITIATIVE—SALARIES, RANKS, FRINGE BENEFITS

Prop. I is an initiative charter amendment which was qualified for the ballot by police officers soliciting signatures. They obtained 91,785 signatures on their petitions of which the registrar of voters examined 74,805 and found 52,410 qualified. This was more than 15% of those voting at the last general state election and the measure was placed on the ballot.

This initiative is lengthy and complex; the petition covers several pages of fine print and would revise eleven charter sections. The main subjects are ranks, salaries, fringe benefits, examinations and a termination of parity pay with firemen.

What is termed reorganization refers to the power of the chief to appoint an assistant chief, deputy chief, assistant deputy chiefs, commander and director — all from the civil service rank of captain. The principle would be established that an officer with a lower civil service rank could not supervise a higher rank. Through a so-called grandfather clause, present appointees could be retained in their assignments regardless of rank. The appointment of a future chief would not have to be from the rank of captain. A number of existing ranks like Chief of Inspectors would be abolished in favor of the more general titles. The chief would have more flexibility in the sense of creation of jobs but less with the requirement of civil service captains for the highest-paying positions.

Salaries and fringe benefits would be increased in several ways by Prop. I. Salaries set could not be less than the highest in California and in addition a system of multipliers or ratios between the ranks would raise pay costs by about a million dollars. There is a mandatory provision for time and a half for overtime to replace straight time and a 10 per cent night pay differential. These payments would be applied to retirement benefits. Extra pay would be granted for education and incentive programs and the supervisors could give other working benefits and premium pay. The members of the police commission would have their pay set by ordinance instead of the present charter-set \$100 a month.

The language on the hours of work is changed from the present specific 40 hour week to not more than 40 hours. The fireman have a maximum specified and have been able to reduce their work week by negotiation.

Promotional examinations would be held in accord with the need and the department would designate the bibliography of materials which civil service would use in the tests. The contingency fund and the narcotics fund maximums would be raised from \$25,000 to \$50,000.

Parity pay with the firemen would be deleted by this initiative. A number of cities are now paying firemen less than police officers.

The controller reports a \$3 million increase in governmental costs if Prop. 1 is approved. This is based on factors which can be estimated; it does not include the added cost of any reduction in the workweek, higher pay for police commissioners, compensation for education and other incentive programs and future salary changes based on the "not less than the highest" provision. None is determinable now.

Prop. 1 is supported by the Mayor, the Police Commission, the Police Chief, the Police Officers Association, the Chamber of Commerce, the Downtown Association and numerous organizations and individuals. It is opposed by the Firefighters union, the Labor Council and others.

This complex initiative and Prop. E should be studied by the voters very carefully. They are both potentially very costly to the taxpayers. The removal of the present ceilings to language reading not less than the highest could lead to serious financial problems. Even with the limited protection of a ceiling the board of supervisors chose to base salaries for 3,500 police and firemen on a small group of senior patrolmen in Berkeley. The result was a 12% salary increase here and the highest salary schedule. Firemen received a beginning salary higher than the maximum in many California cities. Recruiting of police is usually given as the rationale for ever higher salaries. There has been no problem in recruiting firemen. Most cities are seeking police candidates and many recruit on a national basis. San Francisco recruits only in the Western States and until recently California residence was required.

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May 21, 1970

No. 1

SAN FRANCISCO PROPOSITIONS ON THE JUNE 2, 1970 BALLOT

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PROPOSITION A **\$45,000,000 SCHOOL BUILDING BONDS**

Proposition A is the first phase of a three stage program of updating, and earthquake-proofing San Francisco's schools. Eighty-two school buildings are reported to be below minimum safety standards established by the state to protect children in case of a severe earthquake. State law provides that schools built before 1933 must meet earthquake building standards by 1975 or be abandoned.

The total three stage program for the schools may involve expenditure of from 126 to 130 million dollars. Presumably this will mean additional bond submissions in the near future to meet the 1975 deadline.

The breakdown of Prop. A is as follows:

Basic modernization of about one-third of the oldest school buildings below state standards, with provision for inflation and architectural work covering other phases of the program.	\$36,600,000
200 portable classrooms for pupils while work is being done.	3,400,000
Redevelopment of Hunters Point area.	
Construction of two new schools and modernization of a third.	<u>5,000,000</u>
	\$45,000,000

The \$5 million for Hunters Point schools is not related to the safety aspect of the bond submission except as it affects the improvement of an old school. It is part of the Redevelopment Agency's program for Hunters Point providing new housing and community facilities. The amount in this bond issue would be credited toward San Francisco's cash contribution to the redevelopment project.

No classrooms will be added by the approximately \$35 million to be spent for safety and updating these schools. As the buildings will be stripped down to provide strengthening, the classrooms and related facilities will be restored as modern units. Many educational concepts have changed in the fifty or sixty years since these schools were built. The plan is to provide rebuilt schools which are current in their layout and materials as well as safe.

Based on a five year construction program, the controller has reported that the average amount for bond interest and redemption would be \$3,600,000 a year for nineteen years. This is equal

to 15.99 cents in the tax rate. It has been pointed out that amortization will be paid from sales tax revenues. However, this is a matter of application of tax resources and does not decrease the taxpayers' cost.

Prop. A has wide support of officials, civic and labor organizations. One large homeowners organization is opposed and has placed a negative argument in the registrar's pamphlet.

PROPOSITION B

\$5,000,000 STREET LIGHTING IMPROVEMENT BONDS

This bond proposal is a continuation of the street lighting improvement program which was undertaken with the approval of \$7 million in bonds in 1964. While many of the areas listed for better lighting in 1964 have been completed, there are numerous projects under the old bonds which will be going out to bid through most of 1971. Those areas which are scheduled for new lighting in the 1970 proposal have contract bid dates into 1974.

The public works department points out that in 1963 there were 29,355 street lights with a total light output of 138,000,000 lumens. By mid-1969 the number had increased to 35,559 lights producing 303,000,000 lumens. About 22,000 new lights were installed since 1963 to effect this change.

Reduction of traffic accidents, street crime and "enhancement of the night environment" are the hoped-for results of improved street lighting. It is difficult to measure the effects of better lighting. From the start of the program to 1968 the ratio of night street crimes to day-light crimes dropped from 2.5 to 1.8.

The following table summarizes the program involved in Prop. B. It represents a continuing changeover from incandescent lights to mercury vapor. The reference to PG&E is for replacement of Pacific Gas and Electric Company lights 25 years old or older in 1972 with city-owned underground-wired systems.

<u>Street Light Unit</u>	<u>Ownership</u>	<u>Quantity Remove</u>	<u>Quantity to be Installed</u>	<u>Instal- lation Cost</u>	<u>Total Project Cost</u>
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6000 " "	"	255			
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250 " " "	"		799 x	1129	902,071
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		<u>2475</u>	<u>2935</u>		<u>\$3,237,603</u>
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Replacement of funds reserved from 1964 Bonds for improvement of street lighting in connection with Market St. Reconstruction project.	<u>1,000,000</u>
Total (1969 Prices)	\$4,200,000
Price Escalation to 1975	800,000
Total Proposed 1970 Bond Issue	<u>\$5,000,000</u>

The controller reports that amortization of these bonds would cost \$422,222 for eighteen years – equal to 1.87 cents in the tax rate. A reduction of \$30,209 per year in operation and maintenance costs has been estimated by public works engineers. Beginning the fifth year, this saving would lower the tax rate equivalent to 1.74 cents.

PROPOSITION C **\$5,767,000 FIRE PROTECTION BONDS**

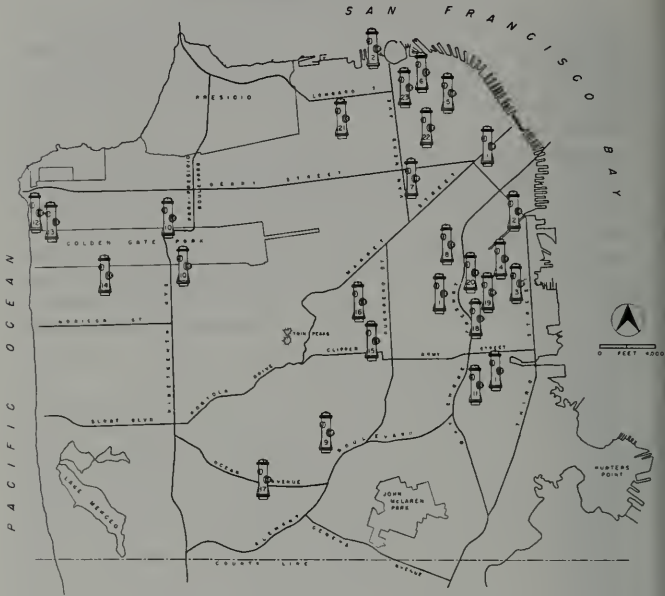
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San Francisco's present status as a Class II city for insurance rating has an important bearing on Prop C. Our present deficiency points are 985. If this rises above 1000, the city drops to Class III. A letter to the fire chief from the Fire Rating Bureau in February



PROPOSED IMPROVEMENTS TO WATER SUPPLY SYSTEMS
1970 Fire Protection Bond Issue

estimated the increased premium cost for a Class III rating at between \$946,000 and \$996,000 a year. The deficiency points would be lowered by the improvements in Prop.C.

There is no organized opposition to Prop. C

PROPOSITION D AIRPORTS COMMISSION

This charter amendment would effect the first radical change in the Public Utilities Commission from its beginnings in 1932. It would remove airport management entirely and leave the Water Department, the Municipal Railway, Hetch Hetchy Project, Utilities Engineering and the Light and Power Bureau. A new Airports Commission with five members appointed by the Mayor for fixed, staggered terms would be created.

Considerable discussion of Prop D occurred in the Board of Supervisors before its submission. The board has retained final approval or disapproval on budgets, revenue bonds and leases. The new commission could spend money for planning rapid transit but is limited to the airport boundaries for construction of transit. Generally, the airports commission would succeed to all powers and duties in the management and control of the airport now exercised by the Public Utilities Commission.

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Approval of Prop. D may be the first step in the breakup of the utilities organization. There have been requests for a transportation commission. Some of the other functions might well be placed under the Chief Administrative Officer. There has been no overall study of the reorganization of the utilities. The desire for Prop. D with its new commission apparently stems from two bases: the rapid growth of the airport and the future tie-in with a regional

airports operation. The creation of another commission is not greeted with enthusiasm by students of local government. The Blyth Zellerbach studies ten years ago were critical of commission performance and much adverse testimony was heard by the charter revision group last year.

**PROPOSITION E
FIRE DEPARTMENT SALARIES
AND WORKING CONDITIONS**

Prop. E would mean changes in the method of setting hours, salaries and other fringe benefits. The present charter stipulation that all shifts begin at 8 AM would be dropped and the supervisors would establish by ordinance the "basic week of service". Salaries would be not less than the highest in California cities over 100,000 population. The supervisors would also set overtime, holiday pay; they may also provide pay for educational incentive programs, premium pay or other working benefits.

The firemen now work 24 hour shifts. The Chief and a management firm have recommended the division of the 24 hour period into a 10 hour day shift and a 14 hour night shift. The danger of fatigue over 24 hours is the Chief's and consultants' view. The employees are strongly in favor of retaining the 24 hour shifts. They work an average 52 hour week and want this reduced to 48+ hours — two 24 hour shifts per week. There is no assurance as to what kind of schedule might develop if Prop. E passes and this question is placed in the board of supervisors.

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The controller reports that overtime, holiday and shift differentials would, in his opinion, add \$1,277,000 to the annual costs of government. Increases for educational incentives and other benefits and future salary changes based on the new language would be additional.

The Mayor, fire commission and the Chief favor Prop. E. The firemen appear to be either neutral or opposed. Several Municipal Conference organizations are opposed because of the tax cost.

**PROPOSITION F
BONDED DEBT LIMIT**

This measure would exempt the airport from the bonded debt limit of 12% of the assessment roll. It also removes the ceiling from bonds for sewers, sewage treatment and water pollution control

when such bonds are financed by sewerage service charges.

The airport has been self supporting for over twelve years. Water bonds have been exempt from the debt ceiling and this amendment would place the airport in the same category. If Prop. D is approved, it is likely that the new commission would make use of revenue bonds which would be outside the limit.

The situation on sewage and water pollution is unique. It is proposed that a sewer service charge would be used to retire the bonds which would then be exempt from the limit. An emergency problem exists on water pollution and this may be the only means of financing the necessary facilities. There is not enough leeway under the present bond limit to fund a large crash program. There are more bonds authorized than can be sold. At the first of this year there were \$168 million in approved bonds and the limit on sales was \$119 million.

Prop. F has wide organizational support and no opposition.

PROPOSITION G PAY OF DISABILITY TRANSFEREES

Compensation of employees transferred for disability would be set under the normal standardization procedure after ten years service, according to the terms of Prop. G. At the present time a person transferred for disability is tied to the salary of his former position. There are about 100 employees serving under disability transfers. Only a few with long service would be immediately affected by this measure.

The increased cost of Prop. G for the first year is reported to be \$5,671.50.

PROPOSITION H DECLARATION OF POLICY: BUSING SCHOOL CHILDREN

Six supervisors submitted the following policy question:

Shall the San Francisco Unified School District compel elementary school children (kindergarten through sixth grades) to be bused or reassigned to schools out of their immediate neighborhoods without parental consent?

The supervisors were John J. Barbagelata, Robert E. Gonzalez, James Mailliard, Peter Tamaras, John A. Ertola, Dorothy von Beroldingen.

This is one of a series of policy questions which have been submitted in recent years for a reading of public opinion. The board of supervisors have no power to take any action on the voting re-

sults on Prop. H. The vote may have some value to the Board of Education as an indication of voters thinking, but only in the context of the wording of the question.

PROPOSITION I

POLICE INITIATIVE—SALARIES, RANKS, FRINGE BENEFITS

Prop. I is an initiative charter amendment which was qualified for the ballot by police officers soliciting signatures. They obtained 91,785 signatures on their petitions of which the registrar of voters examined 74,805 and found 52,410 qualified. This was more than 15% of those voting at the last general state election and the measure was placed on the ballot.

This initiative is lengthy and complex; the petition covers several pages of fine print and would revise eleven charter sections. The main subjects are ranks, salaries, fringe benefits, examinations and a termination of parity pay with firemen.

What is termed reorganization refers to the power of the chief to appoint an assistant chief, deputy chief, assistant deputy chiefs, commander and director — all from the civil service rank of captain. The principle would be established that an officer with a lower civil service rank could not supervise a higher rank. Through a so-called grandfather clause, present appointees could be retained in their assignments regardless of rank. The appointment of a future chief would not have to be from the rank of captain. A number of existing ranks like Chief of Inspectors would be abolished in favor of the more general titles. The chief would have more flexibility in the sense of creation of jobs but less with the requirement of civil service captains for the highest-paying positions.

Salaries and fringe benefits would be increased in several ways by Prop. I. Salaries set could not be less than the highest in California and in addition a system of multipliers or ratios between the ranks would raise pay costs by about a million dollars. There is a mandatory provision for time and a half for overtime to replace straight time and a 10 per cent night pay differential. These payments would be applied to retirement benefits. Extra pay would be granted for education and incentive programs and the supervisors could give other working benefits and premium pay. The members of the police commission would have their pay set by ordinance instead of the present charter-set \$100 a month.

The language on the hours of work is changed from the present specific 40 hour week to not more than 40 hours. The fireman have a maximum specified and have been able to reduce their work week by negotiation.

Promotional examinations would be held in accord with the need and the department would designate the bibliography of materials which civil service would use in the tests. The contingency fund and the narcotics fund maximums would be raised from \$25,000 to \$50,000.

Parity pay with the firemen would be deleted by this initiative. A number of cities are now paying firemen less than police officers.

The controller reports a \$3 million increase in governmental costs if Prop. I is approved. This is based on factors which can be estimated; it does not include the added cost of any reduction in the workweek, higher pay for police commissioners, compensation for education and other incentive programs and future salary changes based on the "not less than the highest" provision. None is determinable now.

Prop. I is supported by the Mayor, the Police Commission, the Police Chief, the Police Officers Association, the Chamber of Commerce, the Downtown Association and numerous organizations and individuals. It is opposed by the Firefighters union, the Labor Council and others.

This complex initiative and Prop. E should be studied by the voters very carefully. They are both potentially very costly to the taxpayers. The removal of the present ceilings to language reading not less than the highest could lead to serious financial problems. Even with the limited protection of a ceiling the board of supervisors chose to base salaries for 3,500 police and firemen on a small group of senior patrolmen in Berkeley. The result was a 12% salary increase here and the highest salary schedule. Firemen received a beginning salary higher than the maximum in many California cities. Recruiting of police is usually given as the rationale for ever higher salaries. There has been no problem in recruiting firemen. Most cities are seeking police candidates and many recruit on a national basis. San Francisco recruits only in the Western States and until recently California residence was required.

San Francisco Bureau of Governmental Research

"A non-partisan citizens' agency to cooperate with officials and work for economy and efficiency in municipal affairs."

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The City

49

October 20, 1970

No. 2

San Francisco Board of Supervisors

City of San Francisco

HISTORY DEPARTMENT

SAN FRANCISCO PROPOSITIONS ON THE NOVEMBER 3, 1970 BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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- A. \$65,000,000 Water Pollution Control Bonds
- B. \$5,498,000 Hunters Point School Bonds
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- F. Funds for Police Chief and Suspension Compensation
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- I. Policy Question: Change the Name of Candlestick Park?
- J. Policy Question: Withdrawal from Vietnam?

PROPOSITION A

\$65,000,000 WATER POLLUTION CONTROL BONDS

A two-fold program would be initiated with the approval of this bond proposal; (1) a \$35,000,000 expenditure for a "Dry Weather Program", which consists of treatment and disposal of sewage during the dry months; (2) \$30,000,000 start on the "Wet Weather Program", to control overflow sewage from rainfall.

The dry weather program should be completed from these funds to bring the system up to present State standards. The wet weather phase will be started after approval of a master plan by the Supervisors and the State next year. A bond issue is expected in 1973 for the "Waste Transport Program", a term describing the normal sewerage operations. Future bond submissions are also expected for completion of the wet weather program.

This very expensive undertaking arises from two sources. First is the problem that San Francisco has with a single sewer plan, that is, no storm sewer system as a supplement to the sanitary sewers to handle rainfall. Second is the growing concern with pollution of the bay and the existence of regulatory agencies for its control. The fact that the Regional Water Control Board did halt the issuance of building permits on the bay side of the city illustrates this situation.

Financing of the program is now shown as a city and county matter. The cost is tentatively estimated at \$200,000,000 for the wet weather program alone. However, Proposition 1 on the State ballot is a \$250 million bond issue for water pollution control. The funds from this would go to local governments to assist in meeting their sewerage problems. San Francisco, with its immense requirements, could be expected to share in this. Federal funds would also be available. The local share would go as low as 20 per cent. Experience with other government subventions - notably the lesser amounts available for the General Hospital - causes some concern about the amounts of such aid to be received.

The controller reports that with a six-year construction period that the average annual requirement for bond interest and redemption would be \$4,511,000 for 25 years. This is equal to 19.59 cents in the tax rate. In addition, the Department of Public Works, has estimated that when the facilities are finished operating and maintenance costs will increase \$3 million annually.

One means of defraying the cost is by a sewer service charge. At the June election an amendment was approved which removes the city-county debt ceiling from bonds when paid by a sewer service



Effect of Sewage Outfall on Waters of the Bay

fee. Two distinct advantages of such a charge are that the user pays and many tax exempt properties could be required to contribute.

Prop. A has general community support from officials, taxpayer groups, labor and civic organizations.

PROPOSITION B **\$5,498,000 HUNTERS POINT SCHOOL BONDS**

Prop. B is virtually the same bond proposal for schools in the Hunters Point Redevelopment area which failed to obtain a two-thirds voter approval last year. This year with the State Supreme Court ruling it is assumed that bond issues will be considered approved by a majority vote. Funds from Prop. B would be used to build two elementary schools, buy land for one school, and rebuild and add to an existing school.

Some 2,200 dwelling units are included in plans for the Hunters Point redevelopment. San Francisco must provide the public facilities such as recreation, parks and schools. The city and county would be credited with \$2 million towards its financial contribution by these bonds. Earlier estimates showed local participation should be \$11 million out of a \$33 million project cost. Many temporary bungalow schools which are used in the area would be eliminated as permanent schools became available.

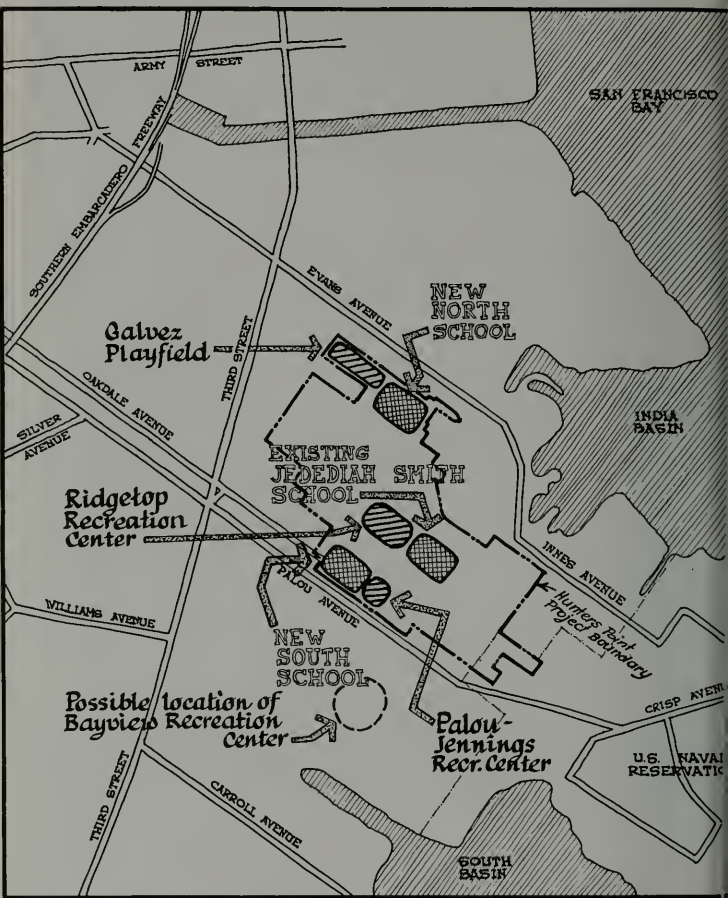
Present estimates indicate the two schools would cost \$2,384,000 and \$2,110,000, that 4.01 acres of land would be \$110,000 and that remodeling the existing Jedediah Smith school would require \$200,000, while an addition would cost \$694,000.

Bond interest and redemption over 17 years would average \$504,522 a year, according to the Controller, equal to 2.19 cents in the tax rate. If Prop. B should not be approved it is anticipated that the Board of Education would request direct appropriation of the total amount required for each school so that the redevelopment could proceed. The impact on the tax rate would be great in each of these years.

PROPOSITION C **8 RAILWAY EMPLOYEES RETIREMENT CREDIT**

Eight employees of the former Market Street Railway who were in military service when the city and county bought the private facility would receive retirement credit from the time of purchase under terms of this amendment. The employees would pay their share of the added cost.

The cost of Prop. C is \$1,805 per year.



SCHOOL FACILITIES PROPOSED FOR HUNTERS POINT REDEVELOPMENT PROJECT

These employees are nearing retirement and there is merit in providing the added retirement coverage. The San Francisco Municipal Conference delegates have recommended that Prop. C be supported.

PROPOSITION D RETIREMENT CREDIT FOR MILITARY SERVICE

Prop. D would permit retirement coverage for some 64 employees who were in the armed forces at the time their names were reached for city-county employment. Contributions for this retroactive credit would be required from those participating.

The annual cost to the city is reported as \$37,270.

These benefits are on a different basis than those in Prop. C. The transit workers involved in C were actually employees of the private line at the time it was taken over. The larger group, under Prop. D, were not employed but were eligible on lists from which they received employment inquiries. Their retirement coverage now goes back to their actual service following military discharge. The Municipal Conference delegates recommended that their organizations oppose Prop. D.

PROPOSITION E 7% MAXIMUM RATE OF INTEREST ON BONDS

The Board of Supervisors could, by a two-thirds vote, increase the interest rate on bonds already authorized by the voters to a maximum interest provision of seven per cent. In the fluctuating bond market the city and county could have serious problems in selling bonds. At a sale early this year no bids were received for some utility bonds and a negotiated sale was necessary to remain within the six per cent ceiling.

State law has been changed raising the limit to seven per cent; future bonds authorized would be sold under this provision.

The Controller does not report any specific amount of cost for this amendment although the bond market may result in some added cost. The market is competitive and San Francisco bonds have enjoyed a history of high ratings and favorable interest rates. The Controller has asserted that he would not approve any bond sale where he considered the interest excessive.

Municipal Conference delegates have recommended a favorable vote on Prop. E.

**PROPOSITION F
FUNDS FOR POLICE CHIEF
AND SUSPENSION COMPENSATION**

This amendment would double the monies available to the Chief of Police in the Contingency and Narcotic funds from \$25,000 to \$50,000, and provide pay to suspended officers who are cleared of charges.

The contingency and narcotic funds are used by the Chief of Police for crime detection, investigation and apprehension. The Police Commission receives an account of the expenditures. The reason for increasing the funds is that the amount has remained fixed in the charter while the cost of operating and the crime rate have risen.

In the second provision of Prop. F payment would be possible to a suspended officer later cleared of charges—such compensation is not now possible so that an innocent employee can lose his salary.

Approval of Prop. F was the action of the Municipal Conference organizations' delegates.

**PROPOSITION G
BENEFITS FOR POLICEMEN AND FIREMEN**

Prop. G would give control of fringe benefits for police and firemen to the Board of Supervisors. Working benefits, such as shift differentials and education incentive programs, would be set by ordinance. Two title changes of fireman to firefighter, and woman protective officer to policewoman are also involved.

The Charter now establishes the basis for compensation and certain working conditions such as straight time pay or time off for overtime. Formulas which have been in the Charter since the early 1950's have resulted in police and firemen's salaries which rank among the highest in the nation. Proponents of Prop. G believe that the setting of fringe benefits should be by the legislative body, not the voters. Also cited is State legislation providing for conferring between governing bodies and employees on employee benefits.

Opponents of Prop. G, which include large taxpayer members of The Municipal Conference, dislike the open-end nature of the measure. The kind of benefits and their cost are not known. A similar measure, also Prop. G in 1967, was presented to provide fringe benefits for transit employees; the cost was unknown. In the past three years, millions of dollars have been added to the Municipal Railway budget by the approval of that amendment.

Although the Controller cannot estimate the potential costs if Prop. G passes, he has reported that if the Supervisors grant the shift differential to police and firemen, which other city-county employees now receive, the tax cost would be \$1,566,142 per year. This, of course, is for only one possible benefit and does not include other working benefits or educational incentive plans which might be adopted.

PROPOSITION H SELECTION OF BOARD OF EDUCATION MEMBERS

Two nine-member elective Boards of Education to administer the School District and the Junior College District would replace the present seven-member appointed Board which manages both districts. The new Boards would be chosen — five by districts and four at large. District boundaries would be set by the Board of Supervisors based upon the 1970 census. Board members would be paid \$100 a month.

This radical change in school board make-up had its origin in a policy question at last November's election in which the electorate, by a narrow margin, showed a preference for an elected board. At the last moment, in the Board of Supervisors, a proposal for a seven-member board elected at large was changed to this hybrid arrangement by advocates of district representation.

The present method of board selection by nomination of the Mayor and confirmation by the voters has been in effect for fifty years. The predominant method for school boards is election at large. Dissatisfaction with San Francisco's Board members as being non-responsive to the public has been evident in recent years. There does not appear to be great support for Prop. H; this is shown by the failure to present an affirmative ballot argument.

PROPOSITION I POLICY QUESTION: CHANGE THE NAME OF CANDLESTICK PARK?

This declaration of policy is submitted by the Supervisors and asks the voters if they would like to change the name of Candlestick Park to O'Doul Stadium. Such a change would honor the memory of "Lefty" O'Doul, a famous baseball player in the minor and major leagues.

Opponents of the name change feel that Candlestick Park is well established in the sports world, that it was chosen after a competition by the community and the fact that it is being converted to multi-purpose use makes it inappropriate to be identified with baseball only.

PROPOSITION J
POLICY QUESTION:
WITHDRAWAL FROM VIETNAM?

Once again the voters are asked if they favor an immediate cease-fire and immediate withdrawal from Vietnam. Three years ago a similar question was posed and defeated by majority vote. Petitions were submitted which qualified this policy question for the ballot.

The City

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No. 1

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SAN FRANCISCO PROPOSITIONS

SAN FRANCISCO PUBLIC LIBRARY

ON THE

NOVEMBER 2, 1971

HISTORY DEPARTMENT
BALLOT

San Francisco Bureau of Governmental Research

58 Sutter Street, San Francisco, California 94104

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PROPOSITION A
\$56,180,000 SCHOOL BONDS

Improving San Francisco's elementary schools to meet State earthquake safety standards is the primary objective of Proposition A.

Sixteen schools would be rebuilt and modernized at a cost of \$18,530,000; this is less than 60% of their replacement cost. Eleven existing schools for which reconstruction would cost more than 60% of replacement would be torn down and replaced with new buildings. Two new sites and schools are planned for the Mission district. The estimated cost for these 13 new schools is \$28,810,000.

During the rebuilding program the school district would buy 400 transportable classrooms at an \$8 million cost. They could be used for movement about the district later. Three schools requiring structural work and 93 portable classrooms would add the final cost figure of \$840,000.

The Controller's estimate of bond interest and redemption shows that total debt service on Prop. A would be \$90,099,000 payable at \$3,754,125 annually for 24 years. This is equal to 16 cents in the tax rate. For many years it has been the policy to pay off bonds from sales tax revenues; however, the fact remains that this is equal to a tax rate payment because sales taxes could be used to reduce property tax requirements.

With California's history of earthquakes and the potential hazard to school children, there is no question that local schools must be brought up to standard. There appears to be agreement in the community on the safety aspect. There is disagreement and two negative arguments in the voters' pamphlet about the cost and the approach of the school authorities. The State's Field Act has been in effect for several years and Prop. A appears virtually as an emergency measure. Schools which are unsafe would be closed in 1975. An effort was made in the Board of Supervisors to reduce this issue by about half to include only funds for earthquake-proofing. This move was resisted by school officials and was unsuccessful.

On balance, the safety requirement must be met and the additional expenses for modernizing are probably a prudent investment. It should be noted that this large bond proposal covers only elementary schools, and another issue for secondary schools will be presented perhaps next year.

PROPOSITION B
\$34,000,000 PORT BONDS

The container revolution in shipping is the basis of this bond issue which would finance a superterminal at Pier 94 on 110 acres and consisting of four berths. Local studies and experience in other harbors indicate that cargo in containers is becoming the predominant mode of water transportation. One estimate is that 70% of port traffic will be containerized.

San Francisco, when it assumed management of its harbor in 1969, agreed to make improvements which would total \$100 million by 1995. Prop. B is a part of the Port Commission's master plan and the bonds will be self-liquidating from leases to be made with shipping operators.

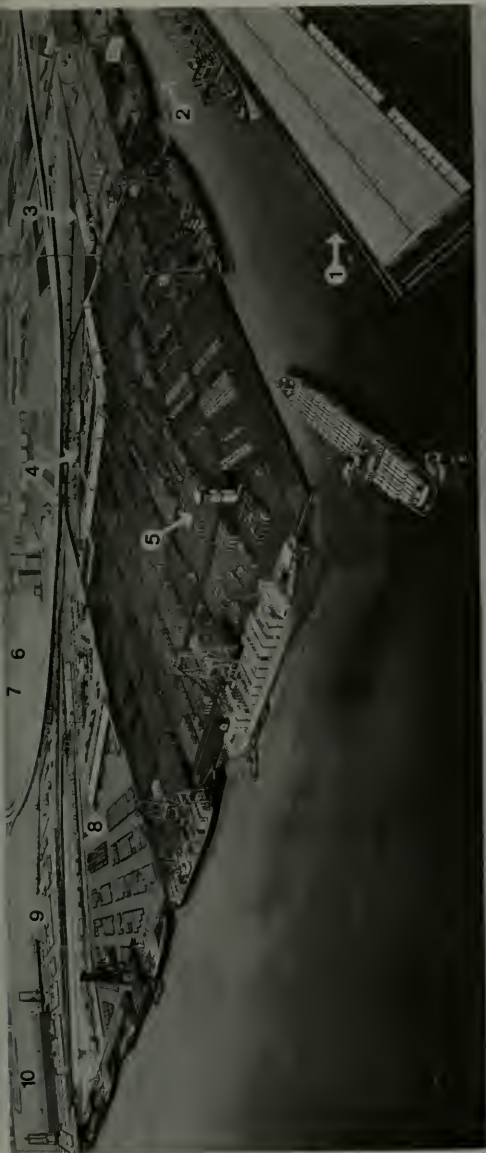
Physically the Pier 94 site will be 96 acres of filled land, plus 14 acres to be filled. The bay regulatory body has approved the additional fill. The four berths will include a 1600 foot dock adjoining Pier 96. There will be extensive cargo facilities behind the berths with a container yard, freight sheds, rail and truck access, maintenance and repair centers and special cargo equipment.

Public access at the Third Street Bridge will include two look-out points with benches and walkways. This was a requirement of the Bay Conservation and Development Agency. These amenities for the enjoyment of the public would be supervised by the City Planning Commission.

Anyone familiar with the trends in maritime cargo handling toward use of containers can see the need for this kind of development in San Francisco's port. The proposed Pier 94 combined with the LASH — Lighter Aboard Ship undertaking at Pier 96 will be steps toward modernizing local harbor facilities. The specialized vessels which are longer and need wider dock areas for their cargo make the approval of this measure important to the city's future.

The redemption of the bonds would be over 32 years at \$2,091,219 yearly. The period is lengthened by the fact that redemption would not begin until 5 years after the sale of each issue. The Controller reports that the bonds would be paid from port revenues and would not affect the tax rate.

There is no known organized opposition to Prop. B.



Pier 94 Container Terminal Concept Port of San Francisco

1. EXISTING PIER 80 (Army Street Terminal) AT ISLAIS CREEK. 2. ROLL-ON, ROLL-OFF FREIGHTER BERTH.
3. PIER 94 MAINTENANCE BUILDING. 4. CONTAINER FREIGHT SHEDS. 5. PIER 94 CONTROL TOWER.
6. PG&E GENERATING PLANT. 7. PROPOSED HUNTERS POINT FREEWAY. 8. NEW PIER 96 LASH (Lighter-aboard-ship) TO OPEN NEXT YEAR. 9. FUTURE PIER 98 CONTAINER TERMINAL. 10. HUNTERS POINT NAVAL SHIPYARD.

PROPOSITION C

\$3,850,000 HALL OF JUSTICE COURTROOM BONDS

With the growth of criminal cases in the last decade, San Francisco has found it necessary to shift the hearing of felonies from the Hall of Justice to City Hall. Cases filed have doubled in the Superior Court and tripled in the Municipal Court since the Hall of Justice was completed in 1961. Six courts are being used in City Hall for criminal trials; this presents a serious security problem. Prop. C is presented to correct this situation by the addition of eight new courtrooms at the Hall of Justice.

There are 43 regular courtrooms in use now; 15 are at the Hall of Justice, one at Juvenile Hall, and 27 in City Hall. Two temporary courtrooms on a lease have been made available near City Hall. The Hall of Justice was designed so additions could be made and this bond issue would add two floors over the Coroner's Office with four courtrooms on each. Two more floors could be built in the future.

With a three-year construction program these bonds would be paid off over 17 years at an average annual cost of \$326,059, equal to 1.4 cents in the tax rate.

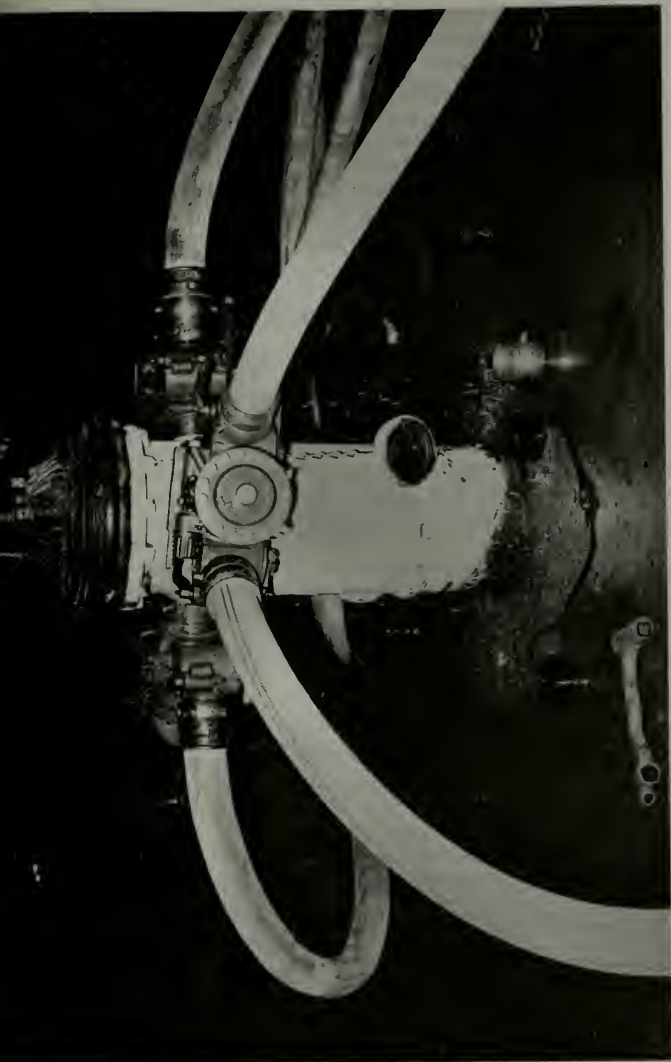
The practice of bringing criminal cases into City Hall where security is poor argues for approval of these bonds. Six more courtrooms would reduce both the criminal and civil backlog of cases. Civil cases sometimes require over three years before trial. There has been criticism of the utilization of the present courtrooms with the contention that the case backlog would be reduced with fuller use.

PROPOSITION D

\$8,491,000 FIRE PROTECTION BONDS

Prop. D proceeds would be used to make improvements to the water supply for firefighting, add needed equipment and modernize the communication system with installation of an electronic command and control system. It is similar to a fire bond proposal last year which narrowly missed two-thirds voter approval.

The largest portion of this issue (\$4,771,000) would be for the high pressure water supply. Stow Lake in the park would be used for standby supply; extensions would be added in the Western Addition and India Basin; an underground cistern would be placed near the Southern Freeway; new mains and hydrants would be installed; the gate valves would be motorized and the pumping stations converted from steam to diesel power at a large operating savings. Some \$250,000 of the bond proposal would be spent to improve the low pressure system.



HIGH PRESSURE HYDRANT HAS CAPACITY TO SUPPLY SIX LARGE HOSE LINES.
THIS SYSTEM WOULD BE IMPROVED AND EXTENDED BY PROP. D BONDS.

Equipment would take \$1,650,000 of the total. A new fireboat is to be purchased and two new fire towers built and other equipment brought up to date.

A new and innovative element in the proposal is \$1,820,000 for an electronic command and control installation. The data processing unit would direct the firefighting companies to fires and maintain contact. The present alarm arrangement has been in use since before the turn of the century and is slow in comparison with new electronic gear. Los Angeles and Phoenix have made use of the computer control with good results.

Allowing five years for construction, debt service for Prop. D would average \$643,316 for 19 years, equal to 2.76 cents in the tax rate. Savings which would be realized from the conversion to diesel power in the water pumping plants would reduce costs by \$180,000 yearly from the sixth year and after. This would lower the net cost to \$463,316 a year, equal to 1.99 cents in the tax rate.

Presently, San Francisco enjoys a Class II rating for insurance purposes because of the excellence of its fire-fighting capacity. This results in low fire insurance premiums. However, the city and county is within a small number of points of dropping into Class III. The improvements from Prop. D, such as the addition of a new fireboat, would prevent the lowered rating by the American Insurance Association.

There is no organized opposition to Prop. D. However, as indicated in the Gage-Babcock Report, there are efficiencies and economies that can be effected in addition to the improvements set forth in this bond issue.

PROPOSITION E POLICE REORGANIZATION

Several changes in the organization of the Police Department would be possible if Prop. E is approved. New ranks could be created by the Police Commission, positions exempt from Civil Service might be added at the higher levels, and assistant inspectors would be promoted only after competitive examination rather than by appointment. Promotional examination would also be changed by Prop. E.

All the ranks in the Police Department are now specified in the Charter. One of the highest ranks, Chief of Traffic has considerable autonomy. This reorganization measure would free the Commission to create and abolish new titles and jobs. Positions above the rank of Captain could be established as exempt from Civil Service with the approval of the Board of Supervisors.

Perhaps the most significant change in "E" would be the selection of assistant inspectors by written and oral examination in place of by appointment by the Chief. There appears to be considerable dissatisfaction in the ranks of the Department with the present appointment methods. The Mayor's Crime Committee had a number of critical comments about the operation of the Inspectors' (detective) Bureau.

Prop. E would allow the Chief to authorize overtime service. This power is now placed in the Commission.

The Controller has reported an increase of \$98,000 a year in cost related to Prop. E. This is based on higher salaries for assistant inspectors who were "blanketed in" to that status and pay by the terms of the amendment. Other increased costs are likely from this measure with its provisions for creation of new higher paid ranks.

Reorganization plans for the Police Department have been either defeated or withdrawn from the ballot in recent years. Prop. E appears to have general support.

PROPOSITION F

APPOINTIVE BUDGET ANALYST—BOARD OF SUPERVISORS

This amendment would provide for appointment of a budget analyst by the Board of Supervisors exempt from the Civil Service provisions of the Charter. A similar proposal was defeated several years ago. In March of this year the Supervisors hired a budget analyst under the "limited tenure" Civil Service procedures so the subject position of this measure already exists.

If Prop. F is approved another exempt job will be added to the Charter and the Supervisors would have flexibility in hiring and firing the occupant. In the event Prop. F fails, the Board will very likely continue to budget the position of budget analyst with the present incumbent.

PROPOSITION G

DISABLED EMPLOYEES' PROMOTIVE EXAMINATIONS

Disabled city and county employees would be eligible for promotional examinations after five years service in their positions. Presently, ten years service is required. They must be physically able to perform the duties of the position to which they are to be promoted.

There are approximately 100 employees with disabilities who would be affected by this proposal.

PROPOSITION H
NEGATIVE ARGUMENTS BY MAYOR AND SUPERVISORS

Free negative arguments on ballot measures would be available to the Mayor and four or more members of the Board of Supervisors under the terms of Prop. H. Affirmative arguments accompanying bond issues and Charter amendments are approved by the Board and printed at public expense. This amendment would permit either the Mayor or four or more Supervisors to print negative arguments at public expense. Initiative, referendum, and recall measures would be exempt from the provisions of Prop. H.

Arguments which are published in the Registrar's booklet cost about \$300 per page. The Controller has estimated Prop. H would cost around \$2,500 an election. The theory behind this proposed amendment is that a minority view can be presented to the electorate in response to the affirmative arguments written by the majority.

PROPOSITION I
SCHOOL DEPARTMENT POSITIONS (Administrative Tenure)

Prop. I provides that any person appointed to an administrative position after July 1, 1971, will have a four-year contract. The Charter now permits administrators who serve a three-year probationary period to acquire permanent tenure just as classroom teachers do.

Administrative tenure is unusual in school districts and makes any dismissal very difficult. The present measure appears to be a compromise means to end tenure over a long period. Those who have been appointed and are serving probation could complete their three-year service and acquire tenure. Administrators appointed since June 30 would be on the contract basis and presumably would be removed for unsatisfactory service.

It is not easy to evaluate the effect of Prop. I on the quality of education in San Francisco. Prevailing practice would indicate that having principals and other administrators in a protected status is not desirable. However, it will take several years before the Board of Education will have the flexibility which the contracts offer and thus, the purported advantages will not be known until that time.

PROPOSITION J
SUPERVISORS TO SET WORK BENEFITS FOR POLICE
AND FIREMEN

Prop. J would grant the Board of Supervisors authority to establish the hours of work for the police, pay for overtime, holidays, night work and educational and other incentive programs for both policemen and firemen. The 40-hour week, which is now the standard for police (and other city and county employees) could be reduced by ordinance of the Supervisors.

Most of the control of fringe benefits is specified in Charter sections now; the proponents would like to terminate this in favor of negotiation with the Board of Supervisors. They point to State law, which permits employees and their organizations to meet and confer with governing bodies on working benefits.

Opponents of Prop. J are fearful that giving this power to the Board of Supervisors would lead to some very costly changes in benefits. As the negative argument in the voters' pamphlet says, police and fire benefits would become a "political football". The fact that employee groups have begun endorsing candidates for election supports this belief.

It is not possible for the Controller to estimate the total future cost of Prop. J. However, based on only two factors, overtime and night pay differentials, paid to other employees, he estimated a yearly increase in cost of \$3,105,141 of which \$3,039,445 would be from taxes. This is equal to 13 cents in the tax rate.

PROPOSITION K
TIME OF ELECTION, INITIATIVE MEASURES AND BALLOT
DEADLINES

As indicated by the title, Prop. K would change the minimum and maximum time for calling a Special Election, would raise the the number of signatures necessary to qualify an initiative proposal, and would revise certain technical deadlines so that all absentee voters would be supplied with election information.

The Registrar would make sample ballots and the voters' booklet available to the voters 30 days before an election. The Charter now requires only 5 days. Other deadlines for negative arguments and for submission of measures would be moved back to 45 days and 50 days before an election. With only five days between the last day for submission and the deadline for opposing arguments, many organizations feel this is inadequate time in which to act and are opposed to the amendment.

The time of election provision is intended to avoid holding

more than one special election within six months. The Supervisors could postpone calling such a special election if a primary or general election is scheduled within six months.

Initiative measures would have to be signed by 15 percent of the total vote cast at the last mayoralty election if Prop. K is approved. The requirement now is for 10 percent.

The intent of Prop. K is to provide more realistic deadlines on ballot material so that all voters, including absentees, would have information before voting. The change on special elections would avert the problem of calling a special election shortly before a scheduled election. The greater number of signatures would make it more difficult to qualify an initiative, but is in accord with State law for counties and municipalities.

PROPOSITION L SEPARATE COMMUNITY COLLEGE DISTRICT AND ELECTIVE BOARD

Control and management of San Francisco City College (a two-year collegiate institution) would be removed from the Board of Education and placed in a seven-member elective board next year. The Board of Education would continue to be responsible for the school grades from kindergarten through high school.

City College is a large enterprise which covers college preparatory courses, terminal education for vocation and adult courses. It has over 24,000 full-time students and a \$25 million budget.

The purpose of Prop. L is to provide a separate governing body which can concentrate on policies, procedures and fiscal problems of the community college. This is the practice in other community colleges in the State. The Board of Education has numerous problems in the grades through high school and Prop. L would relieve them of the burden of college administration.

PROPOSITION M ZONING RECLASSIFICATION

This amendment involves replacing the present language in Charter Section 117.1 with new language also designated 117.1. The new section changes the procedure for the Board of Supervisors to decide appeals on zoning decisions of the City Planning Commission. Thirty days would be allowed to set a hearing date for a final determination in place of ten days. The idea is that with more time a date can be chosen on which full attendance of the eleven members can be expected.

Provisions which are now in the Planning Code on building height, area, bulk, setbacks, location and use would be placed in the Charter by Prop. M. The Supervisors would be empowered to initiate proposals in the Planning Commission on these matters.

It is reported that last year the Planning Commission approved 10 of 35 zoning reclassifications which came before it. Seven negative decisions appealed to the Board of Supervisors resulted in the Board upholding the Planning Commission in every instance.

PROPOSITION N INCREASED RETIREMENT BENEFITS

Three important and costly changes in retirement benefits for city-county employees and teachers are proposed by Prop. N. First, the formula for retirement at age 60 and later, would be raised to 2% a year. This would increase allowances up to a maximum of 75% of average salary on which it is based for employees with long service. Second, the amendment would give retirement credit for employees who were in military service when their names were reached for employment. Third, persons retired before April 1966 would have their monthly allowances increased by recalculating the basis on a three-year average instead of a 5-year average. Two other changes would permit retirement at age 50 at a reduced amount and would increase the allowances for disability retirements.

The retirement plan for San Francisco employees now includes many liberal provisions. Employees, by virtue of a 1968 amendment, receive both social security and the full allowances of the city-county system. There is a provision for continuance to families after death of the retired which permits a high monthly payment.

Prop. N is the highest cost measure on the November ballot. Additional costs would be amortized over 30 years. The Controller's statement, based on an actuarial report, shows an annual increase in government cost would be \$5,636,129, of which \$5,320,506 would be from property taxes. This is equal to 22.8 cents in the tax rate.

One aspect of Prop. N, granting retroactive credit to those in military service before they were employed, has been rejected by the voters in 1969 and 1970. While the 2% a year formula is in effect in other public agencies, comparisons have to be made with entire benefit schedules. For example, how many agencies give both social security plus full retirement allowances?

The San Francisco Municipal Conference, consisting of business and civic organizations, has registered its opposition to Prop. N.

PROPOSITION O PUBLICATION, PRINTING AND NOTICES

Prop. O would modernize the procedures for keeping the public informed on official business of the city and county. Eliminated would be the pages of tiny-type official advertising on the massive annual budget, salary and other ordinances. Substituted, would be a more rational program of public information on pending and approved legislation. The sharp increase in official advertising costs led to the preparation of this amendment. The new methods are estimated to reduce expenses by over \$100,000 a year.

Replacing the verbatim publication of ordinances, the Supervisors' office would publish items of general interest pending on Committee and Board agendas before meetings. Notices of action on legislation would also be published, and printed copies of ordinances would be available to those requesting them.

The largest publishing costs now are for the annual budget and salary ordinances. The actual use which they have for citizens is unknown — however, it is thought to be quite limited. Under terms of Prop. O, a summary of the budget would be prepared and published. Full copies would be made available to the public in libraries. Salary schedules would be posted and available on request.

An emergency provision is included in Prop. O so that if newspapers are not being printed the Supervisors can use other media to release public information.

There appears to be general support for the changes in this amendment. The Bureau of Governmental Research was important in the decision to include the present publishing requirements in the Charter in 1931. The feeling was that citizens should be guaranteed the full texts of legislation by means of official advertising. In recent years the costs of such publication appear to outweigh the value which individuals and organizations derive from it.

PROPOSITION P PENSION FOR NON-SERVICE DEATHS OF FIREMEN

This retirement liberalization would provide a continuance of about one-third salary to the widow of a fireman who dies of causes unrelated to duty after ten years service. At present, under these circumstances, the widow and family can receive the employee's retirement contributions and six months' salary.

The annual increased cost to the city for this change in benefits would be \$47,053.

This is a minor change with a small cost which appears to have general support. If the voters approve Prop. P it is likely that the police and other employee groups would seek the same benefits.

PROPOSITION Q CABLE CAR SERVICE

Prop. Q would provide for undiminished cable car service — that is, hours of service at the level of July 1 this year, or greater. It would also proscribe a separate premium fare for cable cars.

Cable car supporters had this proposal placed on the ballot after the transit management made an unsuccessful effort to reduce service for periods when they felt patronage did not justify it. The proponents believe this language has to be in the Charter to maintain adequate service.

Opponents of Prop. Q feel that transit schedules are not a proper subject for the Charter. Management, they say, should be able to adjust service to demand.

There is no cost report on Prop. Q, although if this amendment is not approved some potential economies might be realized by management during the winter months and low use hours.

PROPOSITION R CHARTER RECODIFICATION

All Charter sections would be renumbered and reorganized by subject and obsolete language and sections would be deleted by Prop. R.

This legislation is a product of the Charter Revision Committee. The Supervisors asked the Committee to eliminate obsolete provisions and arrange the sections in a more logical order. Citizens who are interested can obtain a copy of the recodified Charter at City Hall before the election.

Strictly speaking, this is not Charter revision, but a first step in making the Charter easier for reference. All provisions of the 1931 Charter, as amended, of current pertinence are said to be included. If there is an omission or a conflict discovered the present Charter would be in effect.

Officials obtained State legislation which made it possible to submit the recodification to the voters without printing and mailing copies to the electorate at great expense.

PROPOSITION S
ELECTIVE SCHOOL BOARD — INITIATIVE
CHARTER AMENDMENT

Prop. S is a significant proposal to change the present appointive School Board to a seven-member elective body, chosen from the city and county at large. The first seven members would be elected next June if Prop. S meets with voter approval. The amendment was placed on the ballot by signatures of over 70,000 persons, led by a member of the Board of Supervisors, who was unable to convince his colleagues to submit an amendment by majority vote. Two years ago voters indicated, by a small majority, a preference for an elective school board.

San Francisco's system of having the Mayor appoint members of the School Board, with confirmation by the voters has been in effect since 1920. It is probably unique in the western United States, where directly elected school boards are the general rule. Rejection of Mayor's nominees has been rare here.

For the past several years there has been a growing feeling among some parent groups that the Board of Education is unresponsive. This is attributed to the method of selection. Some members of the Board of Supervisors apparently feel this measure is too drastic and amounts to a recall of the present board members. It remains to be seen, if Prop. S is approved, how many members of the existing board would run and be elected.

The compensation remains at \$100 per month for members of the Board of Education in Prop. S.

PROPOSITION T
SIX STORY BUILDING HEIGHT LIMIT —
INITIATIVE ORDINANCE

This initiative ordinance qualified for the ballot by signatures gathered by proponents beginning the first of the year. It would clamp an effective ceiling of 72 feet or six stories on all future building, public or private. The only exceptions would have to be voted upon favorably by the electorate.

Those who circulated and signed the petitions for Prop. T assert that it is their belief that high rise buildings increase taxes, cause a loss of local residents' jobs, increase crime and earthquake hazards. None of these charges are proved on an objective basis. They also consider it practical to have buildings which are higher than 72 feet presented for approval or disapproval by the electorate.

Opponents of the restrictive limit believe that voter approval would mean economic disaster to San Francisco. City officials have pointed out that the immediate effect would be a lowering of property values in those areas where high buildings might be built. The lowering of assessments means a higher tax rate for all taxpayers, beginning at 48 cents and rising to \$1.44 in ten years. They also point to the "Urban Design Plan", in which hundreds of thousands of dollars have been invested, as a desirable alternative to Prop. T.

It is difficult to find merit in the approach used by those who promoted this measure. In its arbitrary way it is counter to all rational bases for planning and controlling the development of a core city in a rapidly growing region. The future of San Francisco seems definitely to be that of a financial, trading and headquarters' city. Other large cities have lifted their height limits because they recognize the dangers of urban sprawl.

Initiative measures of this kind have been difficult to amend or remove, once voted. San Franciscans will recall when garbage rates had to be voted upon, and a two-man streetcar requirement that was in effect for years after one-man operation was common throughout the nation.

San Francisco Bureau of Governmental Research

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